

# **Final Evaluation Bangladesh Food Policy Project**

**A subproject of the Technical Resources II Project  
(No. 388-0074)**

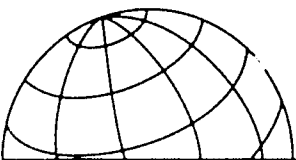
**By Kenneth W. Eubanks, Team Leader and Agricultural Economist  
of Tropical Research and Development, Inc.,**

**and**

**Sadrel A. L. Reza, Agricultural Economist  
Rezaul Karim Talukder, Agricultural Economist  
of House of Consultants, Inc.**

**Prepared for  
United States Agency for International Development, Bangladesh  
under contract no. PDC-1406-I-00-0073-00**

**April 1993**



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# **ABSTRACT**

## **H. Evaluation Abstract (Do not exceed the space provided)**

The project aims to strengthen the capacity of the Government of Bangladesh (BDG), especially the Food Planning and Monitoring Unit (FPMU) of the Ministry of Food, to conceive and execute an effective food management system. The project is being implemented by the International Food Policy Research Institute (IFPRI). This final evaluation was conducted by Tropical Research & Development, Inc. The purpose of the evaluation was to assess the progress of the project, and to provide recommendations regarding possible future directions of USAID's food policy interventions in Bangladesh.

The evaluation focuses on four major areas of concern: institution building; research outputs and methodologies; food policy formation attributable to project activities; and project management and implementation. The major findings and conclusions are:

- Institution building efforts concentrated on improving skills through training courses, and workshops. Expected collaborative research did not occur adequately due to the small number of staff persons assigned to FPMU and their limited education and technical experience. Their ability to analyze and interpret technical research reports or to independently undertake policy studies is still not adequate. Recommendations to remedy this situation include: 1) reinforce efforts to improve skills for tasks now being carried out at FPMU and 2) define and choose options for institutional strengthening or restructuring that can meet needs for research and analysis in support of BDG policy formation and implementation.
- Most BFPP research was conducted by IFPRI staff and consultants, or through sub-contracts to local organizations. Research efforts produced credible and useful results in terms of government needs for policy formation. Dissemination of findings has been effective. Some important research topics were not adequately addressed and there is a need to prioritize research requirements, and their implications for public policy formulation and implementation.
- Major policy changes that have occurred based on findings of project research include the decision to abolish rural rationing, reductions in government procurement prices for rice, and rice tenders. However, no clear-cut indications for policy change/adoption have yet emerged from research and analysis in food consumption and nutrition intake.
- IFPRI staffing and management problems hampered project start-up and the early establishment of productive counterpart relationships with the host government. These difficulties delayed project implementation.
- As USAID develops plans for the next phase of assistance to BDG, both the institution building and research elements should be designed to include management and implementation plans that will enhance achievement of program objectives. Finally, future planning should recognize and complement the activities and roles of other international donor agencies.

## **C O S T S**

### **1. Evaluation Costs**

1. Evaluation Team		Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
Name	Affiliation			

2. Mission/Office Professional Staff  
Person-Days (Estimate) \_\_\_\_\_

3. Borrower/Grantee Professional  
Staff Person-Days (Estimate) \_\_\_\_\_

*u*

## SUMMARY

## J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)

## Address the following items:

- Purpose of evaluation and methodology used
- Purpose of activity(ies) evaluated
- Findings and conclusions (relate to questions)
- Principal recommendations
- Lessons learned

Mission or Office:

Date This Summary Prepared:

Title And Date Of Full Evaluation Report:

The Bangladesh Food Policy Project (BFPP) is a sub-project of USAID/Bangladesh's Technical Resources I & II Projects. The purpose of BFPP is to strengthen the capacity of the Government of Bangladesh (BDG) to conceive and execute an effective food management system. The Food Planning and Monitoring Unit (FPMU) of the Ministry of Food (MOF) is the primary Bangladeshi counterpart agency. The International Food Policy and Research Institute (IFPRI) implements the project under a USAID contract. Project field work began in April 1989. Major activities include training and research. At the time of this evaluation, September 1992, an amendment to extend the project beyond its October 1992 completion date is pending.

Project funding totals \$2,857,596 with \$270,000 allocated directly to FPMU to cover portions of its operating costs. The level of effort in the USAID/IFPRI contract is 126 person months. Long-term staff includes a chief of party/agricultural policy advisor and a food consumption/nutrition specialist, as well as short term consultants. To date, three different individuals have occupied the position of chief of party (COP). Local staff includes research assistants, field investigators and office support staff, as well as a coordinator for training activities. Some project related research was carried out by local firms under subcontract to IFPRI. In addition to FPMU, a number of other governmental, private and international organizations were involved in project activities.

The purpose of this evaluation is to assess the progress of the BFPP, and provide recommendations regarding possible future directions of USAID's food policy interventions. A three person team, including one expatriate and two local economists, carried out the evaluation in September 1992.

The evaluation report focuses on four major areas of concern: institution building; research outputs and methodologies; food policy formation attributable to BFPP activities; and project management and implementation.

Institution building efforts of the project were concentrated on improving the abilities and skills of FPMU staff and other BDG personnel working in food management and policy related programs. The project provided, or arranged for, local and U.S. short term training in computer and analytical skills. Seminars and workshops on policy development issues and research findings were also part of the institution building program. BFPP training activities did not begin until late 1990 and most programs took place in 1991 and 1992.

The evaluation team considers that the training topics included in the program to date are relevant to the project purpose. However the number of FPMU staff trained is considered inadequate, and classes are needed on a sustained basis to assure assimilation of knowledge. The evaluation team also found that individuals who participated in training programs were not always those who were most in need of the training.

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Project support to develop the institutional capacities of FPMU also included provision of some commodities, mainly computers. However, commodity acquisitions were not coordinated with training programs or needs. Therefore, staff members were not able to reinforce skills acquired during training sessions by applying them on the job.

The findings of this evaluation indicate that the institution building component of BFPP has fallen short in the primary goal of human resource development, as well as in provision of needed commodities. The team found that while project inputs have resulted in some increase in the government's capacity relating to food program evaluation, the FPMU is still understaffed and its personnel, for the most part lack the experience and skills to analyze and interpret technical research reports or to independently undertake policy studies. Recommendations to assist the BDG to remedy this situation include putting immediate emphasis on acquiring specific skills to successfully address tasks now being carried out at FPMU. Long term recommendations call for initiating, with BDG, a process to define institutional strengthening or restructuring options that are necessary to meet the needs for research and analysis in support of policy formation and implementation.

Most BFPP research was conducted by IFPRI staff and consultants, or through sub-contracts to local organizations and covered a range of topics. Data generated can be considered more credible than comparable information generated by government agencies. At the time of the evaluation, 27 technical reports had been completed that document results of BFPP research. Policy decisions that have been implemented as a result of studies on stabilizing foodgrain prices are having an impact on the government's procurement pricing and food management system. Government policies formulated for periods of deficiencies and for fulfilling the needs of the public food distribution system (PFDS) have been determined to be irrelevant and redundant. Levels of food stocks needed to stabilize seasonal price spreads were found to be considerably lower than had been believed necessary. The desire to further privatize rice marketing has been reinforced by project research.

A number of BFPP studies addressed the level of food consumption and nutrition intake. The operation of PFDS, the impact of selected channels of PFDS on food consumption and nutrition intake of the poor were analyzed. Research results quantified for the first time the extent of leakage in rural rationing - from 70 to 100 percent depending on the location. Results of another study, by a working group including FPMU and several other organizations, indicate that well-targeted relief programs effectively increase food consumption and nutritional well-being of vulnerable households. Results of a study on maize suggest possibilities for this crop to become an important supplement to wheat and rice for enhanced food and nutritional intake.

The Bangladesh Institute for Development Studies (BIDS), under a sub-contract to IFPRI, is carrying out research on agricultural diversification. Some important early findings relate to alternative crops and border prices for rice.

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More study is needed on consumption, nutrition, food stock management issues, and tendering methods for rice and wheat. The evaluation team pointed out the need to prioritize these research requirements, and their implications for public policy formulation and implementation.

Dissemination of research findings through seminars, manuscripts and working papers has been effective. However dissemination can be further improved through presentation of research results in terms understandable to the layman, and increasing media coverage to educate and inform the public about new policies.

With regard to policy formation, the evaluation team believes that the project accomplished its objective of generating research results that would be useful for policy reforms, particularly in price stabilization. Major policy changes that have occurred based on findings of project research include the decision to abolish rural rationing, reductions in government procurement prices for rice, and rice tenders. However, no clear-cut policy indications have yet emerged from research and analysis in food consumption and nutrition intake.

IFPRI staffing and management problems hampered project start-up and the early establishment of productive counterpart relationships with the host government. These difficulties, which delayed project implementation and outputs. Delays and difficulties in meeting project research objectives have also occurred as a result of the limited number of staff assigned to FPMU and the limited availability of personnel to take part in project research.

The current situation is positive. The desire and means now exist for developing a long term strategy for food policy development in Bangladesh. The operation and management of BFPP should continue to move ahead in a collaborative, productive manner. As the contractual partner in BFPP implementation, IFPRI should examine its role with regard to the institution building component of the project and work to implement the short term recommendations included in this evaluation.

As USAID develops plans for the next phase of assistance to BDG, both the institution building and research elements should be designed to include management and implementation plans that will enhance achievement of program objectives. Finally, future planning should recognize and complement the activities and roles of other international donor agencies.

### **Acknowledgments**

The evaluation team wishes to express its appreciation to Dr. D. Craig Anderson of the USAID Mission for his candid and precise comments and for his suggestions regarding the Bangladesh Food Policy Project evaluation. His total support and encouragement are deeply appreciated and were of real value in completing the evaluation.

We wish to give a very special thank you to MD. Ibrahim Khalil, Project Management Specialist, Office of Food and Agriculture, USAID, for his expertise with the computer in preparing the complex charts that were an important part of this evaluation. His encyclopedic knowledge of the history of the project and his total cooperation were of great value in preparing this evaluation, and his assistance is most appreciated.

The team expresses its gratitude to Mr. David Atwood of the USAID Mission for reviewing the draft evaluation report and for making many thoughtful and important suggestions.

The team appreciates the time and effort Ms. Jan Rockliffe-King, the USAID Mission's Evaluation Specialist, provided on several occasions during the evaluation process. Miss King's recommendations on format and organization were greatly appreciated and were used to the extent possible.

The contribution of Dr. Raisuddin Ahmed, Division Director of the International Food Policy Research Institute, Washington, D.C., was of significant value in understanding the history of the project and central policy issues. Dr. Ahmed's insights were of particular importance in establishing priorities in the evaluation workplan.

Thanks also are due to Dr. Francesco Goletti of the Institute's Washington, DC office for his detailed review of the project's research activities and for providing copies of many documents central to the evaluation process.

To Dr. Steve Haggblade, Dr. Akhter Ahmed and the staff of the International Food Policy Research Institute in Dhaka, the team expresses its thanks for outstanding assistance and cooperation in the long evaluation process. The total cooperation extended to the team was above the call of duty as each made time available on an unlimited basis.

Kenneth W. Eubanks, Team Leader  
Sadrel A.L. Reza  
Rezaul Karim Talukder





### **List of abbreviations**

<b>ADB</b>	<b>Asian Development Bank</b>
<b>BARC</b>	<b>Bangladesh Agricultural Research Council</b>
<b>BBS</b>	<b>Bangladesh Bureau of Statistics</b>
<b>BDG</b>	<b>Government of Bangladesh</b>
<b>BFPP</b>	<b>Bangladesh Food Policy Project</b>
<b>BIDS</b>	<b>Bangladesh Institute of Development Studies</b>
<b>BRAC</b>	<b>Bangladesh Rural Advancement Committee</b>
<b>COP</b>	<b>Chief of Party</b>
<b>DAM</b>	<b>Department of Agricultural Marketing</b>
<b>DG</b>	<b>Directorate General</b>
<b>ERD</b>	<b>Economic Relations Division</b>
<b>FAO</b>	<b>Food and Agriculture Organization</b>
<b>FPMC</b>	<b>Food Planning and Monitoring Committee</b>
<b>FPMU</b>	<b>Food Planning and Monitoring Unit</b>
<b>IFPRI</b>	<b>International Food Policy Research Institute</b>
<b>INFS</b>	<b>Institute of Nutrition and Food Studies</b>
<b>MIS</b>	<b>Management Information System</b>
<b>MOA</b>	<b>Ministry of Agriculture</b>
<b>MOF</b>	<b>Ministry of Food</b>
<b>MORR</b>	<b>Ministry of Relief and Rehabilitation</b>
<b>MT</b>	<b>Metric Ton</b>
<b>NGO</b>	<b>Nongovernmental Organization</b>
<b>OMS</b>	<b>Open Market Sales</b>
<b>PFDS</b>	<b>Public Food Distribution System</b>
<b>RR</b>	<b>Rural Rationing</b>
<b>SR</b>	<b>Statutory Rationing</b>
<b>UN</b>	<b>United Nations</b>
<b>USAID</b>	<b>United States Agency for International Development</b>
<b>USDA</b>	<b>United States Department of Agriculture</b>
<b>WFP</b>	<b>World Food Program</b>



## Contents

Acknowledgments . . . . .	i
List of abbreviations . . . . .	iii
Executive summary . . . . .	vii
1. Introduction . . . . .	1
1.1. Background information on the Bangladesh Food Policy Project . . . . .	1
1.2. Project funding . . . . .	2
1.3. Contractor obligations . . . . .	2
1.4. Project Staffing . . . . .	3
1.5. Counterpart Organization . . . . .	5
1.6. The evaluation . . . . .	5
2. Findings, conclusions and recommendations . . . . .	6
2.1. Institution building . . . . .	6
2.2. Research . . . . .	9
2.3. Policy Formation . . . . .	11
2.5. Management . . . . .	11
2.6. General recommendations for future planning . . . . .	12
3. Institution building . . . . .	12
3.1. Introduction . . . . .	12
3.2. General accomplishments relating to institution building . . . . .	13
3.3. Continued expansion of government's capacity to evaluate its food programs . . . . .	16
3.4. Aspects of BFPP training that contribute most to government capacity to evaluate its food programs . . . . .	16
3.5. Additional comments/findings on institutional development . . . . .	17
3.6. Changes that would further objective of institution building . . . . .	18
4. Research outputs and methodologies . . . . .	20
4.1. Background . . . . .	20
4.2. Accomplishments . . . . .	22
4.2.1. Foodgrain price stabilization . . . . .	22
4.2.2. Enhanced food consumption and nutrition . . . . .	23
4.2.3. Growth through agricultural diversification . . . . .	25
4.2.4. Additional research outputs . . . . .	26
4.3. Other findings and conclusions . . . . .	26
4.4. Research recommendations . . . . .	27

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5. Food policy formation . . . . .	28
5.1. Background . . . . .	28
5.2. Extent to which research is contributing information and analysis that will lead to improved foodgrain policies . . . . .	29
5.3. Dissemination of research results and policy recommendations . . . . .	29
5.4. Longer term prospects for results of IFPRI's research to strengthen food policy development . . . . .	31
5.5. Degree to which institutional arrangements support IFPRI's efforts to improve food policy formation . . . . .	31
5.6. Policy changes that have occurred as a result of the project . . . . .	32
6. Overall management and implementation . . . . .	32
6.1. Project leadership and staffing . . . . .	32
6.2. Implementation plans . . . . .	33
6.3. Implementation reports . . . . .	34
6.4. Counterpart organization participation . . . . .	35
6.5. Factors which have affected project accomplishments . . . . .	35
6.6. Summary of findings . . . . .	35
6.7. Recommendation . . . . .	36
7. Planning future food policy interventions . . . . .	36
References . . . . .	39
Annexes . . . . .	43
Annex 1	Organograms of the Ministry of Food
Annex 2	Evaluation terms of reference
Annex 3	Evaluation methodology
Annex 4	Persons interviewed
Annex 5	In-country training
Annex 6	U.S. training
Annex 7	IFPRI procurement
Annex 8	Schedule for BIDS sub-contract
Annex 9	Policy Brief
Annex 10	Distribution list for publications
Annex 11	Project implementation matrix (1990)
Annex 12	Revised project implementation schedule (1991)
Annex 13	Schedule of reports and activity plans for 1992

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## **Executive summary**

The Bangladesh Food Policy Project (BFPP) is a sub-project of USAID/Bangladesh's Technical Resources I & II Projects. The purpose of BFPP is to strengthen the capacity of the Government of Bangladesh (BDG) to conceive and execute an effective food management system. The Food Planning and Monitoring Unit (FPMU) of the Ministry of Food (MOF) is the primary Bangladeshi counterpart agency. The International Food Policy and Research Institute (IFPRI) implements the project under a USAID contract. Project field work began in April 1989. Major activities include training and research. At the time of this evaluation, September 1992, an amendment to extend the project beyond its October 1992 completion date is pending.

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IFPRI staffing and management problems hampered project start-up and the early establishment of productive counterpart relationships with the host government. These difficulties delayed project implementation and outputs. Delays and difficulties in meeting project research objectives have also occurred as a result of the limited number of staff assigned to FPMU and the limited availability of personnel to take part in project research.

The current situation is positive. The desire and means now exist for developing a long term strategy for food policy development in Bangladesh. The operation and management of BFPP should continue to move ahead in a collaborative, productive manner. As the contractual partner in BFPP implementation, IFPRI should examine its role with regard to the institution building component of the project and work to implement the short term recommendations included in this evaluation.

As USAID develops plans for the next phase of assistance to BDG, both the institution building and research elements should be designed to include management and implementation plans that will enhance achievement of program objectives. Finally, future planning should recognize and complement the activities and roles of other international donor agencies.

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Tropical Research & Development, Inc.



## **1. Introduction**

### **1.1. Background information on the Bangladesh Food Policy Project**

In April 1987, the United States government continued its commitment to provide the Government of Bangladesh with supplies of grain over an extended period of time by signing a third PL-480 Title III agreement. The use of revenues generated by grain sales were to be used to support agricultural and rural development, including activities related to policy improvement. The Food for Development Program formulated under this agreement included four major components:

- enhanced food consumption and nutrition intake for all individuals;
- increased agricultural productivity;
- accelerated employment generation; and
- improved food systems management to increase efficiency of food-grain distribution and handling.

The United States Agency for International Development (USAID) has had two major projects to support the objectives of the Food for Development program, Technical Resources I followed by Technical Resources II. These projects enable USAID to provide funding for technical assistance, commodities or activities that would not be possible under local currency programs.

The Bangladesh Food Policy Project (BFPP) is a sub-project of the Mission's Technical Resources I and II projects. The purpose of the BFPP is to strengthen the institutional capacity of the Government of Bangladesh (BDG) to conceive and execute an effective food management system. The project design included training and collaborative research as the means of assisting BDG to improve its programs of intervention in food-grain markets.

The International Food Policy Research Institute (IFPRI), under a technical assistance contract with USAID, fielded staff to initiate the project in April 1989. The counterpart institution for implementation of BFPP is the Ministry of Food, and more specifically, its Food Planning and Monitoring Unit (FPMU).

Initially planned as a three year project, USAID approved a no cost amendment in May 1992 extending the completion date to October 1992. An additional amendment to extend the project into 1993 was pending at the time of this evaluation (September 1992).

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## **1.2. Project funding**

The BFPP budget totals U.S. \$2,857,596. In addition to the IFPRI contract, U.S. \$270,000 was allocated directly to FPMU to cover some research and salary costs, project related travel, and equipment operating costs.

IFPRI was also to have at its disposal a taka fund of TK. 900,000 "to help defray local currency costs of performing the research and other works under the contract." Local currency proceeds from sales of Title III commodities in domestic markets were to fund this taka account. The fund was to be managed outside the contract in cooperation with the BDG and USAID.

## **1.3. Contractor obligations**

The USAID/IFPRI contract obligations include:

- a team of two professional advisors for the life of the BFPP, to include a chief of party/agricultural policy advisor and a food consumption/nutrition planning and programming specialist;
- short-term consultants to conduct research in 1) agricultural diversification as a means of increasing farm productivity, expanding income-generating employment and improving availability of nutritious foods, 2) promotion of maize as a staple food, 3) food-grain preservation and storage, 4) international food-grain tendering and other importation procedures, and 5) a system for design of food consumption monitoring;
- project training in Bangladesh and arrangements for overseas training;
- establishing a harmonious, productive and co-operative working relationship with officials of FPMU;
- a project inception report to be provided to USAID within 90 days after the COP arrived in Bangladesh. This report to 1) specify major tasks of the two long-term advisors, 2) provide time frames and other details for implementing individual tasks, 3) describe roles of short-term consultants in implementing these tasks and other contract activities, 4) include a schedule of actions required for initial procurement of computer equipment and any other commodities to be supplied under the contract and 5) outline training programs to be supported under the contract;.
- Quarterly work plans
- Semi-annual activities reports to include the status of research activities, details about contract funding, the status of policy dialogue and proposed changes in the scope of work.

## **1.4. Project Staffing**

### **1.4.1. Level of effort**

USAID's project design estimated that 126 months of technical assistance would be required to achieve the contractual goals, purposes and outputs of the project. A breakdown of the planned level of effort is shown below:

#### **Level of effort by position**

<b>Position</b>	<b>Level of effort</b>
Chief of party	36 months
Food consumption/nutrition advisor	36 months
Senior researchers	20 months
Post-doctoral assistant	24 months
Computer services	6 months
Collaboration/consultants	4 months
Total level of effort	126 months

Lengths of service for advisors and support services personnel were adjusted as necessary when the project was extended from April 1992 to October 1992. However, the extension did not require major changes in the overall level of effort, primarily because of delayed appointments and authorizations for field staff during project implementation.

### **1.4.2. Personnel assigned**

During the life of the project three different individuals served as chief of party (COP). The first COP, Dr. R. Thamarajakshi, held this post from April 1989 until October 1990 when she left and was replaced by Dr. H. Rice. He continued as COP until March 1992 when Dr. S. Haggblade was appointed to the post. Dr. Haggblade continues in this position at the time of this evaluation.

Several changes and realignments of staff structure were necessitated by difficulties in identifying qualified individuals who fit the original position descriptions. Dr. Rice was appointed to the long term Nutrition/Food Consumption position, but also served as COP. Other technical appointments were made in accordance with project plans. A specialist in pricing and food stocks, Dr. N. Chowdhury joined the project in June 1989. Core staff was augmented by an economist, Dr. A. Ahmed, in July 1990. Other researchers included short-term local consultants. Figure 1 shows the periods of appointment of prime researchers/experts assigned to BFPP.

Figure 1

**PRIME RESEARCHERS/EXPERTS ASSIGNED TO THE BANGLADESHI FOOD POLICY PROJECT**

RESIDENT ADVISORS																																																			
Name	Area of Work	1989-->												1990-->												1991-->												1992-->													
		D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	
RESIDENT ADVISORS:																																																			
Raghupati Thannarajakshi	Food Policy (COP)																																																		
Jeffrey Alwang	Nutrition Econ.																																																		
Harold Rice	Nutrition (COP)																																																		
Akhter Ahmed	Nutr/Consumption Eco.																																																		
Steven Heggblade	Food Policy (COP)																																																		
CONSULTANTS (general):																																																			
Humaydun Chowdhury	Prices & Stocks																																																		
Q. Shahabuddin	Price Stabilization																																																		
Mahfoozur Rahman	Teaching																																																		
Rezaul Karim	Nutrition																																																		
Hazmul Huq	Computer training																																																		
Menno-Mulder-Sibanda	Training module																																																		
Meloney International	Nutrition survey																																																		
CONSULTANTS (Sub-Cont):																																																			
Waheeduddin Mahmood	Policy (Coord.)																																																		
Sultan Hafeez Rahman	Agr. Econ.																																																		
Sajjad Zohir	Agr. Econ.																																																		
IFPRI/RESEARCHERS:																																																			
Raisuddin Ahmad	Policy (Proj. Dir.)																																																		
Hurul Islam	Agr. Diversification																																																		
Shub Kumar	Nutrition																																																		
F. Golletti	Policy & Trg.																																																		
H. Bouls	Food Policy																																																		
Sintha D.	Computer Trg.																																																		

The project also appointed four research assistants, two secretaries and three office assistants. An administrative specialist joined the staff in June 1989. A program coordinator was appointed in June 1990. The position of accountant was filled in September 1990. The program coordinator was responsible for organizing local seminars, workshops and training programs.

In April 1990, the IFPRI/FPMU selection committee appointed a market and farm survey team, composed of a field survey coordinator, two field supervisors and ten field investigators. FPMU appointed one assistant chief and one research assistant, who was assigned to work with IFPRI as stipulated in the contract. A nutrition survey team was selected in September 1991. This survey team included one survey coordinator, three field supervisors and eighteen field investigators.

In February 1991, IFPRI signed a subcontract with the Bangladesh Institute of Development Studies (BIDS) to conduct research on agricultural diversification in Bangladesh. IFPRI-Washington appointed Dr. Wahiduddin Mahmud as a full-time consultant to coordinate research.

### **1.5. Counterpart Organization**

FPMU was established in 1980 as a result of World Bank recommendations. Originally, FPMU was a USAID-funded project within the Planning Commission. Although FPMU continues to receive USAID financial support, BDG included it in the government budget in 1985 and transferred the unit to the Ministry of Food (MOF). A recent reorganization at MOF moved FPMU into a direct reporting relationship to the Secretary's office instead of to the Joint Secretary for Procurement and Development. (Annex 1 shows the former and current structure.)

FPMU has a range of responsibilities, including:

- monitoring food production, prices, stocks, offtake, procurement and inputs;
- developing and operating an early-warning system;
- analyzing food policy issues; and
- advising the government on policy reforms.

At the time of the evaluation FPMU staff includes six full-time officers, with two additional contract economists funded by USAID and attached to the IFPRI/BFPP project.

### **1.6. The evaluation**

The purpose of this evaluation is to assess the progress of the Bangladesh Food Policy Project (BFPP), taking into account overall project objectives and the project implementation plan, and to provide recommendations regarding possible future directions of USAID's food policy interventions.

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The evaluation pays particular attention to project accomplishments relating to institution building, research outputs, research methodologies and food policy formation. The evaluation team also considered the extent to which major occurrences or events affected project output. The complete terms of reference for this evaluation are included as Annex 2 to this report.

A three person team carried out the field work for the evaluation in September 1992. The Team Leader was Dr. Kenneth Eubanks, food policy economist. He was assisted by two Bangladeshi economists, Dr. Sadrel A. L. Reza and Dr. Rezaul Karim Talukder. Annex 3 describes the methodology and approach of the evaluation team. Annex 4 contains a list of persons interviewed during the evaluation.

## **2. Findings, conclusions and recommendations**

The following summary of findings, conclusions and recommendations highlights results of the evaluation. Full discussion and details of information obtained by the evaluation team will be found in later sections of this report (sections 3-6).

### **2.1. Institution building**

**Finding:** The team found that while project inputs have resulted in some increase in the government's capacity relating to food program evaluation, the FPMU is still understaffed, and most staff members lack the experience and skills to analyze and interpret technical research reports or to independently undertake policy studies.

**Conclusion:** Overall, the institution building component of BFPP has been only partially successful in the primary goal of human resource development. Continued and sustained expansion of FPMU's staff capacities will require further inputs (training and personnel), combined with renewed efforts to develop institutional plans that have the endorsement and support at all levels of the government agencies concerned.

**Recommendation 1:** Initiate, with BDG, a process to define options for institutional strengthening or restructuring that could meet the needs of BDG for research and analysis to support policy formation.

These options might include:

- Provide long term academic training to current FPMU staff so they may acquire needed research and analytical skills. Additional staff would also be needed carry out all responsibilities assigned to FPMU.
- Assign the research role to another institutional unit within the BDG, and redefine FPMU's role to include those activities that they are presently handling satisfactorily, i.e. data collection and monitoring.

- Establish, or re-structure FPMU as, a para-statal institute that would function as a service arm to the government.
- Enable FPMU, possibly with in-house technical assistance, to arrange and contract for the research needed. Options to contract local or expatriate research entities, as appropriate, should be available.
- Expand the staff of FPMU to include qualified professionals with masters level education, and experience in economic research.
- Recommendations made in the 1992 Asian Development Bank (ADB) report (Mohammed and Clements) might be considered in conjunction with the options mentioned above. ADB suggestions included direct funding to FPMU and/or other relevant research bodies through research endowments.

Recommendation 2: After options have been defined, and in conjunction with other donor organizations, develop with the BDG a program to support policy formation. This program could be based one or several of the options listed above.

#### **2.1.1. Training**

Finding: BFPP training, all of it short term, covered technical areas relevant to project requirements.

Finding: Some of the training was not intensive enough or sufficiently long to reinforce newly acquired skills so that they could be utilized on the job.

Finding: The number of FPMU staff trained is considered inadequate.

Conclusion: Lack of adequate program planning and coordinating procedures reduced the effectiveness of BFPP training activities.

Recommendation 3: Place training emphasis on strengthening FPMU's capacities for monitoring, interpretation of data and reports, rapid rural appraisal and computer use for analytical issues.

Recommendation 4: Plan and provide didactic and "hands on" training for FPMU that will allow immediate application of new skills based on current priorities and tasks assigned to that unit. This training needs to be ongoing with regular sessions that apply and reinforce the skills learned by the staff.

Recommendation 5: For those still in positions related to areas for which they received training, determine if knowledge and materials obtained during training are being utilized. Determine whether there is a need for equipment or supplies that would improve their ability to apply

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acquired skills on the job. If a need exists, arrange, if possible, for the project to obtain needed items.

**Finding:** Many different organizations and individuals expressed interest in and a desire for training. IFPRI/BFPP found it difficult to accommodate training requests that came in from a wide variety of officials and government offices.

**Finding:** Individuals who participated in training programs were not always those who were most in need of the training. In some sessions, the range of skills of participants was very broad, making it difficult to target the training to the audience.

**Conclusion:** There are many audiences for training related to food policy and food management. Some of the outside demand for training reduced the benefits of the project in terms of its ability to deal with the primary target, FPMU.

**Recommendation 6:** BFPP should identify and prioritize training needs. Target training to specific audiences (e.g. technicians, researchers, or policy makers) and abilities levels. To the extent possible, plan and provide opportunities for participation from other government and outside organizations when relevant to project purpose.

**Recommendation 7:** Establish protocols for selecting training participants to ensure that those selected have a job-related need.

**Finding:** A technical group was formed to assist FPMU to establish direct links with relevant research institutes, United Nations (UN) agencies and donors. Although this group did not provide the assistance expected, the project steering committee did help FPMU interact with a number of organizations.

**Conclusion:** Opportunities to exchange information or interact with organizations that are handling similar research can motivate staff and provide learning opportunities. FPMU can benefit from opportunities for such interaction.

**Recommendation 8:** Reinforce efforts to link FPMU with relevant research institutes, U.N. agencies and donors through memberships in technical organizations, attendance at international conferences or seminars and exchange of research publications.

### **2.1.2. Facilities and equipment**

**Finding:** The physical workspace available to the FPMU does not appear conducive to productive output. All staff were located in one large room. Although the amount of space was adequate for current or even a slightly larger staff.

**Conclusion:** The lack of defined work areas and adequate equipment limits productivity.



**Recommendation 9:** In collaboration with FPMU staff, evaluate equipment and functional work space requirements. Determine the need for computer and peripheral equipment, space dividers, lighting, and other furnishings to improve productivity. Prepare a list of acquisition priorities to be acquired and installed by the project.

**Finding:** Commodity acquisitions by the project were not coordinated with training needs. For example, staff were not able to reinforce or apply skills learned in training due to lack of computer equipment.

**Conclusion:** The lack of adequate equipment limits ability to learn, apply knowledge, and productivity.

**Recommendation 10:** Assure that necessary commodity acquisitions, especially computers, software, etc., are coordinated with training plans.

### **2.1.3. Related institutional concerns**

The following findings relate also to research, but reflect the institutional capacities of FPMU at the time of the evaluation:

**Finding:** FPMU research and policy reports have been largely confined to the preparation of position papers.

**Finding:** Most IFPRI reports are written on a technical level that makes it difficult for FPMU to effectively use the information provided in preparing policy recommendations to MOF.

**Conclusion:** Collaborative research, as planned for the project, has not been carried out.

**Recommendation 11:** When research plans are developed, incorporate at least one FPMU staff person to participate in some way to increase the unit's collaboration and stake in BFPP activities.

**Recommendation 12:** Work to consolidate the physical location of FPMU and IFPRI staff.

## **2.2. Research**

**Finding:** Project research was considered satisfactory in terms of substance and quality.

**Finding:** Data generated by BFPP research can be considered more credible than comparable information generated by government agencies.

**Conclusion:** Personnel assigned to carry out research under BFPP were technically qualified.

**Recommendation:** None

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**Finding:** Some topics scheduled for research were not explored, yet studies on other topics, perhaps less important, were carried out.

**Conclusion:** Methods of prioritizing plans for research were affected by management problems and difficulties in communications with concerned government agencies (see management section).

**Recommendation 13:** Prepare a research plan and schedule based on priority needs, with input from appropriate authorities. Also establish a procedure (semi-annual or quarterly review), that allows adjustment of the overall plan if new priorities emerge.

**Finding:** The project has produced little evidence to date on quantitative impacts of the Public Food Distribution System (PFDS) on food consumption and nutrition intake of the rural and urban poor. However, worthwhile field surveys have been completed in this area.

**Conclusion:** Additional analyses may provide sufficient bases for policy formulation in the area of targeted food interventions.

**Recommendation 14:** Complete the analyses of surveys on food consumption and nutrition intake and prepare research report.

**Finding:** Results of the study on agricultural diversification include several important findings relating to alternative crops and border prices for rice. However objectives of the study on agricultural diversification were too ambitious for the time period covered by the investigation. Field studies on farm gate prices and marketing data were carried out over only four months. Market channels and market intermediaries were not adequately defined for detailed analysis.

**Conclusion:** Some components of the study results may not be valid.

**Recommendation 15:** Determine current needs and priorities for research on agricultural diversification; redefine and plan the study as necessary, utilizing results of previous research to the maximum extent possible.

**Finding:** Most FPMU research was conducted by contractual local consultants or through technical assistance projects. Although some research in problem assessment has led to confidential documents for internal use, FPMU has made few attempts to develop research designs or methodological approaches before the data collection process. Furthermore, the unit has not demonstrated initiative in undertaking research on food related issues.

**Conclusion:** This research has not been undertaken because of a lack of sufficient numbers of qualified staff, lack of funding and an apparent reluctance by MOF to allow FPMU sufficient time for such non-specific activities (ADB report, p. 95).

**Recommendation 16:** The role and responsibilities of FPMU in food policy research must be determined. This relates to institutional matters which are discussed in Section 2.1 above and Section 3 of this report.

### **2.3. Policy Formation**

**Finding:** IFPRI research findings have had some profound impacts on food policy, particularly with regard to withdrawal of rural rationing, statutory rationing, stock policy and procurement pricing and methods.

**Conclusion:** The BFPP has had positive results in its objective of providing input to policy formulation.

**Recommendation:** None

**Finding:** In order to assure that research results are known to decision makers, the project has used several methods to disseminate research findings. These include policy briefs, seminars, and distribution of working papers and research publications.

**Conclusion:** Information dissemination has been effective if one considers the policy decisions that have been made based on research findings. However there is room for further improvement in this area.

**Recommendation 17:** Simplify presentation of research results so that limited FPMU expertise is not seriously constrained in interpreting and reporting on technical findings.

**Recommendation 18:** BFPP should offer and publicize short-term courses in which all ministries, agencies and nongovernmental organizations (NGOs) working in the field of food and agriculture could participate. Participation would familiarize officials with the latest research and findings on food policy issues.

**Recommendation 19:** Publish, on a regular, frequent basis, policy briefs on research results. Each brief should include a cogent and brief summary in layman's language, with research documentation that is understandable by a wide range of government officials and interested private sector persons. These publications should be distributed as widely as possible.

**Recommendation 20:** Increase media coverage. This is important to explain and clarify policy changes for the general public. Food policy is a highly sensitive issue, and people should be informed of developments, including the rationale behind policy changes.

### **2.5. Management**

**Finding:** The project experienced problems in management, staffing and planning. While a number of factors contributed to these problems, the primary factor which affected the project

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results was the appointment of inappropriate personnel to the position of chief of party. These difficulties delayed project implementation and outputs.

**Conclusion:** Although problems in project implementation have limited outputs, much has been learned on all sides by the difficulties encountered.

**Recommendation 21:** As the contractual partner in BFPP implementation, IFPRI should examine its role with regard to the institution building component of the project and work to implement the short term recommendations included in this evaluation.

**Finding:** The present COP is providing necessary leadership and technical input to the project. Collaboration and interaction with BDG is very effective. Management and operations are functioning in a positive and productive manner.

**Conclusion:** Effective interrelationships are crucial to the success of this type of activity.

**Recommendation 22:** The operation and management of BFPP should move ahead in the collaborative, productive manner noted by the evaluation team.

## **2.6. General recommendations for future planning**

Other donors will no doubt continue to play an important role in food policy in Bangladesh. The role of other donors in food policy and related areas must be taken into consideration in developing plans for future interventions.

In an area as sensitive as food policy, there must be full collaboration with the host government in strategy development, design and implementation.

It is important to recognize that circumstances that determine program planning decisions may change drastically. Therefore the design of programs that will continue, over even a short period of time, must allow flexibility and response to such changes when necessary.

## **3. Institution building**

### **3.1. Introduction**

A strong institution depends to a great extent on the knowledge and capabilities of the individuals within it. Thus, the training component of BFPP is of primary importance in strengthening FPMU to support food policy development.

Success in improving food policies depends on the quality of dialogue between professionals and policy-makers. The chances of success in such dialogues increases substantially if technical staff, including economists and aides to policy makers, are competent in analysis; have clear

perceptions of food policy relations; and are provided with facilities and equipment that will facilitate effective and efficient processing of information. BFPP training is designed to improve these outcomes for FPMU staff, as well as for those with whom they interact.

Specific objectives of the training component, selected in light of the analytical needs of FPMU, include:

- develop computer proficiency in data analysis, database management and report preparation;
- develop perceptions of food policy relationships to nutrition, food production, food availability and food prices; and
- teach analytical techniques for assessing the impact of food and nutrition policy.

Project training activities have been carried out locally, in the U.S., and to a limited extent in other countries in Asia.

FPMU staff receive priority in selection for training. Significant numbers of participants have also come from the Planning Cell and Directorate General of MOF, as well as the Ministries of Agriculture and Planning.

### **3.2. General accomplishments relating to institution building**

#### **3.2.1. In-country training**

In-country training, as discussed below, includes formal training sessions, as well as formal and informal seminars and workshops. A list of scheduled, formal in-country training activities provided under BFPP is included in Annex 5.

##### **3.2.1.1. Computer related skills**

Computerization of basic food policy data is increasing. The Directorate General of Food has a computerized Management Information System (MIS) and the Department of Agricultural Marketing (DAM) has computerized price series data. This means that analysts who do not have computer skills will become increasingly handicapped in their ability to function if they do not acquire the skills necessary to manipulate, manage and interpret spreadsheet-based data. BFPP training was initiated with a basic computer course late in 1990. A local computer training firm provided this course and also prepared training manuals for participants. In 1992 IFPRI/Washington personnel, assisted by locals, taught mid-level and advanced level courses in Lotus, Harvard Graphics and statistical software. The expatriate trainer provided training manuals for these courses.

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### **3.2.1.2. Analytical training**

Analytical training in 1991 and 1992 covered basic analysis and research methods, market integration and efficiency, procurement pricing, and impact of import liberalization of wheat. The latter was the topic used for a course in rapid rural appraisal. Training sessions focused on current, important policy issues which were intended to motivate trainees and provide an immediate contribution to their ongoing work obligations.

### **3.2.1.3. Food policy workshop**

Held in Chittagong from November 25 to December 12, 1991, this workshop brought together persons involved in food policy from several organizations. The goal of the workshop was to improve skills and capacities of participants in analysis and perceptions of food policy relations (Goletti, 1992). The 16-day program was divided into three parts: food supply and price policy; food security, demand and food policy; and macro-economic aspects and intersectoral linkages of food policy.

The decision to hold the workshop in Chittagong was made so that participants could concentrate on course material, away from the preoccupations of their daily tasks. There were 32 participants, 24 came from various Bangladeshi ministries, including 10 FPMU staff members. There were five participants from IFPRI, two from USAID, and one from a Bangladeshi research institute. The presence of the Minister and Secretary of the Ministry of Food signified the importance the government attributed to the topics of the workshop. Participants considered the information presented at the workshop very useful.

### **3.2.1.4. Other in-country training**

IFPRI has conducted several informal seminars to share results and knowledge obtained from their studies or surveys. Led by IFPRI staff or other professionals involved in the studies, seminars cover various aspects of food policy issues. In some of these sessions participants have learned how to run simulation models on the topic presented. Sessions may last two days or more, depending on the subject.

Although not strictly defined as training, certain other activities of project staff did provide ways to exchange knowledge and skills and are considered part of the institution building process. For example, IFPRI undertook special briefings and activities that the government requested on an urgent basis. Special requests included (i) a working group on targeted food interventions; (ii) procurement pricing; and (iii) cost of production. The working group on targeted food interventions was a major additional responsibility since it was not envisioned in the project implementation plan. (See also section 5.)

### **3.2.1.5. Training sites**

Training that required access to computers took place at the FPMU location where computers were located. Analytical training was held in the seminar room at MOF's new training center.

For the computer assisted policy analysis training, held in the spring of 1992, project staff rented three computers to supplement the two available at FPMU. Availability of computers after training hours allowed trainees to apply what they had learned. After the training, several rental computers remained at FPMU so that staff could continue practical applications as required by their work.

The Chittagong food policy workshop took place at a hotel in that city. The informal seminars are organized at IFPRI's local office to accommodate as many as 15 selected participants.

### **3.2.2. Overseas training**

#### **3.2.2.1. In the United States**

U.S. training was all short term, with each program about four weeks in duration. Policy formulation was the focus of one training at United States Department of Agriculture (USDA) (one participant in 1991) and a program at Harvard (one participant in 1992). North Carolina A&T provided hands on training in the use of computers for policy analysis (two participants in 1991 and two participants in 1992). All of these programs were scheduled activities of the institutions mentioned for participants from developing countries. Furthermore, in 1992, the USDA arranged an individualized course for one BFPP participant on Understanding International Wheat Markets.

A total of seven trainees participated in training in the U.S., of which three were from FPMU. The other four were from other units of the Ministry of Food. Details on participants, dates and curriculum for U.S. training provided under BFPP are included in Annex 6.

#### **3.2.2.2. Asia orientation visits**

The project also enabled a few Bangladeshi officials to visit neighboring countries where food policy issues were considered to be similar to those in Bangladesh. The visits included meetings with counterparts in the countries visited to learn how they deal with these issues. The trips provided an opportunity for Bangladeshi officials to learn about the impact elsewhere of policies that might be applicable to the Bangladesh situation.

### **3.2.3. Commodity Support**

As a part of the institution-building process, IFPRI's contract for BFPP included provision of "a limited amount of commodity support, primarily of automated data processing equipment." IFPRI must "perform all of the functions required to select, procure, deliver, install, or

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otherwise ensure the successful provision of computer equipment and any other approved commodity to be supplied under this contract, in accordance with the regulations of the government of the US and Bangladesh." A list of commodities procured by IFPRI under BFPP is provided in Annex 7.

Early in 1992, IFPRI supplied one personal computer and a printer, to FPMU. At the time this report was written, FPMU was in the process of acquiring two Bengali personal computers and one stencil cutter. Other commodities procured through BFPP included a jeep and some furniture.

Other computers at FPMU include one from ADB and an old, almost unusable one received some time ago from the FAO. Photocopying equipment is inadequate. There is one functioning machine at FPMU which is inadequate due to delays in arranging for maintenance and repairs.

Evaluation findings indicate that actions taken to provide commodity support were belated and inadequate. Lack of equipment hampered FPMU's ability to interact effectively with technical staff from IFPRI that were assigned to the project.

### **3.3. Continued expansion of government's capacity to evaluate its food programs**

The findings of this evaluation indicate that the institution building component of BFPP has been only partially successful in the primary goal of human resource development, as well as in provision of needed commodities. The team found that while project inputs have resulted in some increase in the government's capacity, relating to food program evaluation, the FPMU is still understaffed and its personnel, for the most part, lack experience and knowledge required to analyze and interpret technical research reports or to independently undertake policy studies. Continued and sustained expansion of FPMU's capabilities will require further inputs, combined with renewed efforts to develop plans that have the endorsement and support at all levels of the government agencies concerned.

### **3.4. Aspects of BFPP training that contribute most to government capacity to evaluate its food programs**

The training program of BFPP, along with collaborative research with FPMU, was designed to improve professional skills, qualities and capacities of unit staff. The evaluation team believes that the training topics included in the program are relevant to the project purpose. However, the number of FPMU staff trained is considered inadequate, and classes were needed on a more sustained basis to assure assimilation of knowledge. The question of collaborative research will be covered in the next section, but it should be noted here that very little research of this type was carried out, further limiting the institution building outputs of the project.



### **3.5. Additional comments/findings on institutional development**

Overall, training did not receive the high priority it deserved in light of the project purpose and objectives relating to institution building.

With regard to FPMU staffing, two appointees supported by USAID funds and attached to IFPRI/BFPP cannot be expected to become effective channels of technology transfer, especially when their work location is at the IFPRI office, not FPMU. FPMU was established in 1980 and has been reorganized twice, with a reduction in staff both times. FPMU has important responsibilities, including providing policy advice to MOF. Strengthening of the institution is vital for FPMU to function effectively in all of the roles currently assigned to it.

The workspace available to the FPMU does not appear conducive to productive output. All staff were located in one large room. Although the amount of space was adequate for current or even a slightly larger staff, the lack of defined work areas and adequate equipment limits productivity.

IFPRI/BFPP found it difficult to accommodate requests from a variety of officials and government offices. Thus, selection of training topics and trainees were often uncoordinated and not in keeping with priority needs or project plans.

The evaluation team also found that individuals who participated in training programs were not always those who were most in need of the training. In some sessions, the range of skills of participants was very broad, making it difficult to target the training to the audience.

IFPRI attempted to assist FPMU to establish direct links with relevant research institutes, UN agencies and donors. This effort appeared to have stalled because the technical group formed for this purpose did not function as expected. The steering committee, however, did help FPMU interact with a number of organizations.

Commodity acquisitions were not coordinated with training needs. Staff were not able to reinforce or apply skills learned in training due to lack of computer equipment.

The following findings relate also to research, but reflect the institutional capacities of FPMU at the time of the evaluation:

- FPMU research and policy studies have been confined to the preparation of position papers.
- Most IFPRI reports are written on a technical level that makes it difficult for FPMU to effectively use the information provided in preparing policy recommendations to MOF.

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### **3.6. Changes that would further objective of institution building**

#### **3.6.1. Short term recommendations:**

1. Place emphasis on strengthening FPMU's capacities for monitoring, interpretation of data and reports and rapid rural appraisal.
2. Plan and provide training for FPMU that incorporates immediate application of new skills based on current priorities and tasks assigned to that unit. This training needs to be ongoing with regular sessions that reinforce and put into practice new skills.
3. In collaboration with FPMU staff, evaluate equipment and physical work space requirements. Determine the need for computer and peripheral equipment, space dividers, lighting, and other furnishings to improve productivity. Prepare a prioritized list for acquisition by the project.
4. For those still in positions related to areas for which they received training, determine if knowledge and materials obtained during training are being utilized. Determine whether there is a need for equipment or supplies that would improve the ability to apply acquired skills that are applicable to job requirements. If a need exists, arrange, if possible, for the project to obtain needed items.
5. When research plans are developed, define a role for at least one FPMU staff person in each study to increase the unit's collaboration and stake in BFPP activities.

#### **3.6.2. Medium term recommendations**

1. Reinforce efforts to link FPMU with relevant research institutes, U.N. agencies and donors.
2. Work to consolidate the physical location of FPMU and IFPRI staff.
3. Assure that training plans are coordinated with required commodity acquisitions, e.g. computers, software, etc.
4. Establish procedure for training to assure that participants are those who have a job-related need.
5. BFPP should strive harder to make training available to more people and on a regular basis. Particular emphasis should be placed on food management and computer use for analytical issues.
6. Training for FPMU should be interactive and designed to improve the capabilities of staff to:
  - undertake research and analysis

- interpret technical papers
- monitor the food distribution system

### **3.6.3. Long term recommendations**

1. Recognize that current FPMU staff has insufficient time and, for the most part, inadequate technical skills and experience to fulfill the research role envisioned for it in the BFPP project design.

2. Initiate, with BDG, a process to define options for institutional strengthening or restructuring that could meet the needs of BDG for research and analysis to support policy formation. These options might include:

- Expand the staff of FPMU to include qualified professionals with masters level education, and experience in economic research.
- Provide long term academic training to current FPMU staff so they may acquire needed research and analytical skills. Additional staff would also be anticipated with this option, but with a variety of skill levels.
- Assign the research role to another institutional unit within the BDG, and redefine FPMU's role to include those activities that they are presently handling satisfactorily, i.e. data collection and monitoring.
- Establish, or re-structure FPMU as, a para-statal institute which would function as a service arm to the government.
- Enable FPMU, possibly with in-house technical assistance, to arrange and contract for research needed. Options to contract local or expatriate research entities, as appropriate, should be available.
- Recommendations made in the 1992 Asian Development Bank report (Mohammed and Clements) might be considered in conjunction with options mentioned above. ADB suggestions included direct funding to FPMU and/or other relevant research bodies through research endowments.

3. After options have been defined, and in conjunction with other donor organizations, develop with the BDG a program to support policy formation. This program could be based on one or several of the options listed above.

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## **4. Research outputs and methodologies**

### **4.1. Background**

To understand the background against which BFPP research activities are carried out, the team reviewed Bangladesh's food situation and related political circumstances. Concern about food self-sufficiency has dominated most development program and policy initiatives in Bangladesh. The use of improved varieties of rice and green revolution technology, along with liberalization of agricultural input markets and favorable flooding conditions has led to a dramatic increase in rice production. There were claims that Bangladesh in 1991 achieved rice self-sufficiency under present income distribution (i.e. if real incomes increase among poorer classes, demand for rice would be expected to exceed supply.) However, production of pulses and oilseed have declined since the 1960's, resulting in the need to import these products from neighboring countries. Wheat imports are also essential and a major factor in Bangladesh's continuing status as a food deficit country.

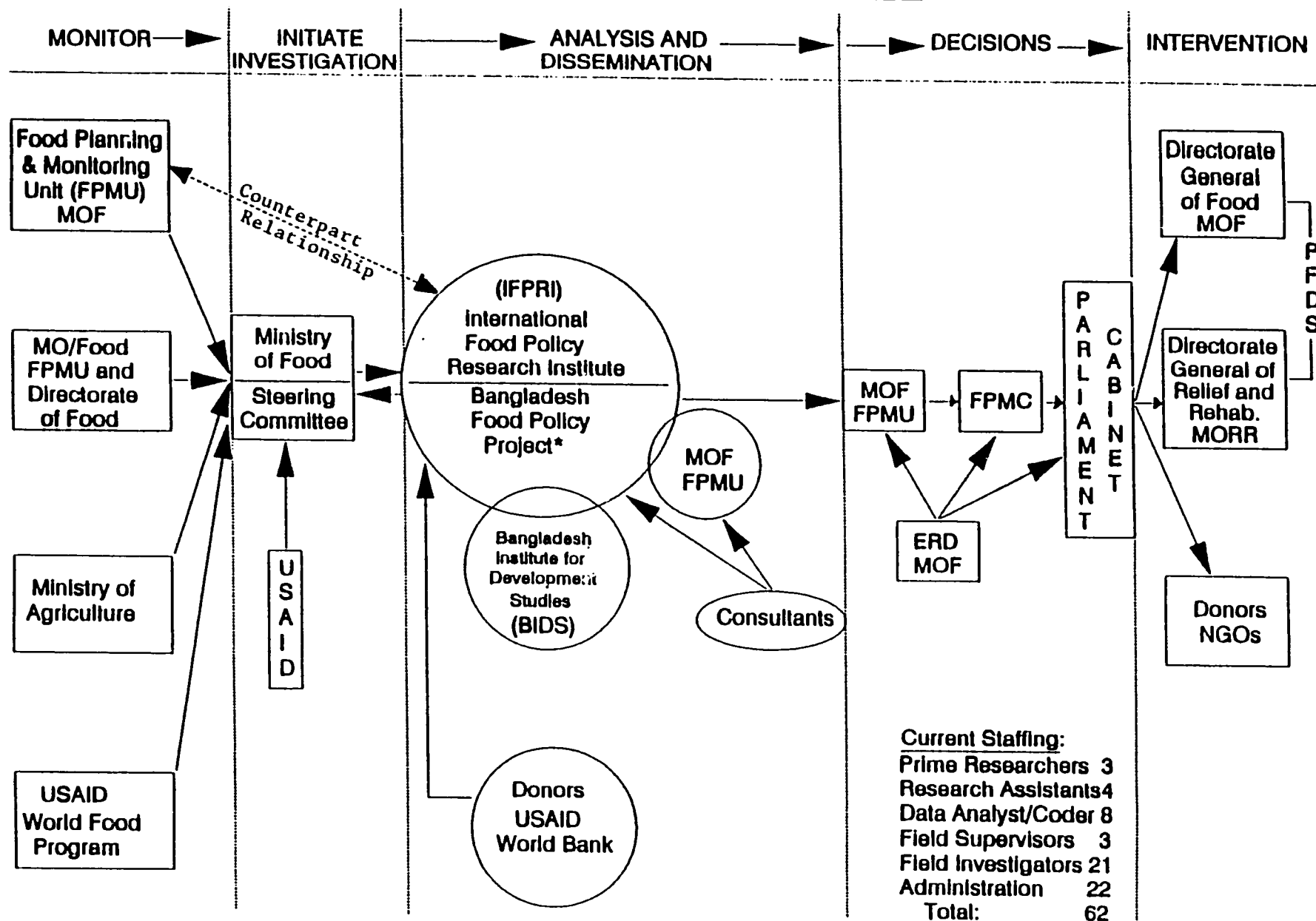
Continuing hunger, seasonal food insecurity and, in the poorest sector of the population, severe malnutrition make food the most fundamental concern, and food policy the most sensitive policy area. (World Bank, 1992, Food Policy Review.) There are three government ministries whose primary goals relate to these issues. The goal of the Ministry of Food is to ensure an affordable food supply for consumers. The goal of the Ministry of Agriculture is to maintain adequate production incentives for farmers. The goal of the Ministry of Finance is to see that these objectives are reached through efficient use of budgetary resources. The delicate balance of these governmental goals must be adjusted to account for changes caused by social and economic developments. A host of policy issues center around food-grain procurement, both from internal and external sources. Optimum pricing of food-grains, food-grain distribution systems and import subsidies continue to create perplexing policy issues. The diverse objectives of consumption and production associated with national food policy also create conflicting policies.

The evaluation team found that the relationships and decision flows within the government, and the linkages with USAID and the BFPP with regard to food policy development, were not clearly defined or uniformly understood. At the time of the evaluation, with input from IFPRI staff, a graphic representation was prepared to indicate the different roles and interrelationships of agencies concerned with food policy development and related research. This representation (Figure 2) includes five components of what is actually a continuum:

Monitor  
Initiate investigation  
Analysis (research) and dissemination  
Decisions  
Interventions  
(Monitor . . etc.)

Figure 2

# FOOD POLICY IN BANGLADESH



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Inputs from monitoring activities provide the bases for decisions on research needs of MOF. A steering committee to coordinate and plan this research receives input from FPMU directly, from MOF who relies on information from FPMU and other units via the Directorate General (DG), from the Ministry of Agriculture (MOA) and also from donors. The steering committee includes representatives from MOF (FPMU, DG), and MOA, with participation of IFPRI/BFPP staff and USAID.

#### **4.2. Accomplishments**

BFPP research findings have had some profound impacts on food policy, particularly with regard to withdrawal of rural rationing, statutory rationing, stock policy and procurement pricing and methods. Research carried out under the project was fairly extensive and conducted with professional rigor. Data generated can be considered more credible than comparable information generated by government agencies.

Lack of clarity in project design and implementation planning, and unpredictable problems, delayed the project's research activities. These problems continued for a considerable length of time; however the evaluation noted significant improvement later in the project. At the time of the evaluation, 27 technical reports had been completed that document results of BFPP related research. (See References.) Other research efforts were ongoing.

In terms of substance and quality, the evaluation team was generally satisfied with project research. However, some subjects, programmed for research in the project, were not explored while studies on other topics were carried out. The following sections outline important BFPP research accomplishments.

##### **4.2.1. Foodgrain price stabilization**

The project produced a number of research documents to expedite policy reform in the area of price stabilization. Notable ones include "Optimal Stock for the Public Foodgrain Distribution System", "A Disaggregated Method for Stabilization of Rice Prices" and "Determination of Procurement Price". Research outputs to assist policy formulation in the area of price stabilization are based on detailed regional and seasonal data on the levels of production and patterns of marketing of the relevant agricultural products. The necessary back-up surveys for price and marketing studies center around the "farm" and the "market". The studies used reasonably sophisticated econometric and other analytical techniques in deriving necessary parameters for use in policy simulation.

Until 1988, general guidelines for government food stock policies used to stabilize prices followed recommendations made by a World Bank report of 1979. This report suggested a stock of 1.5 million metric tons (MT) as of July 1 of every year and 1.2 MT as of November 1. However, since 1981, government stocks have barely exceeded 1.2 MT, and this stock level has not jeopardized the government's ability to effectively check seasonal price spreads and stock variability. At the same time, fundamental changes have occurred in rice production patterns

and rice marketing in Bangladesh. IFPRI/BFPP research showed that the ratio of marketed surplus to production of rice in Bangladesh increased from about one-third in the late 1970s to about 40 percent in 1989-90 (Chowdhury, 1990 and 1992). Taking these factors into consideration, IFPRI researchers (Goletti et al., 1991) estimated that the "average food-grain stock needed to support the optimal policy through both open market operations and imports is equal to 724,000 tons".

In Bangladesh, as in other developing countries, the government has frequently been pressured by rural interests to keep procurement prices high while urban interests have pressured the government to keep retail prices low for staple commodities. The difference in procurement and open market sales (OMS) prices in Bangladesh -- 15-20 percent, depending on Statutory Rationing (SR) or non-SR areas -- has been lowered in recent years to 10-15 percent, based on administrative assessment of private marketing spread. This difference has been found to be inadequate by IFPRI (Chowdhury, 1992d.) because the difference does not take into account the cost of transportation and storage.

IFPRI has been specifically assigned the task of assisting "the Bangladesh Government in developing programs for stabilizing food-grain prices such that farm gate prices are reasonable, consumer prices are acceptable, marketing margins are sufficient to encourage private storage and marketing, and government administrative costs are minimized." A number of studies in this regard contain important findings that are profoundly affecting the government's procurement pricing and food management system, including "Determination of Procurement Price of Rice in Bangladesh" (Ahmed, R. et al., 1991b); and "Public Procurement of Paddy and Rice in Bangladesh" (Rahman, 1992b). Government policies formulated for periods of deficiencies and for fulfilling the needs of PFDS have been determined to be irrelevant and redundant.

While the government's role in price stabilization is under increasing scrutiny, the desire to further privatize rice marketing has been reinforced by the results of IFPRI research. Some proposals now before the government include reforms in regulations that inhibit private rice traders, such as (i) abolition of anti-hoarding laws; (ii) abolition of the Bengal Rice Millers Act; and (iii) abolition of the ban on bank credit for grain storage. Privatization in rice marketing is expected to proceed with anticipated increases in forward contracting and greater stability. Knowledge of marketing operations (e.g. forward contracting) may be lacking. This could be rectified by providing information and technical assistance to both the private and the public sector.

#### **4.2.2. Enhanced food consumption and nutrition**

A number of BFPP studies addressed the level of food consumption and nutrition intake. The operation of PFDS, the impact of selected channels of PFDS on food consumption, and nutrition intake of the poor were analyzed. The principal research outputs were

- "Cost of Public Food Distribution in Bangladesh" (Ahmed, R. et al, 1991a) and

- 
- "Operational Performance of the Rural Rationing Program" (Ahmed, A. 1992).

The necessary back-up survey works were

- "Rural Rationing System Performance Survey,"
- "Household Consumption and Nutrition Survey" and
- "Bangladesh Bureau of Statistics (BBS) Household Expenditure Survey Data."

Various studies have revealed that all food-based programs in Bangladesh suffer from considerable leakage. Previous reviews by the Bangladesh Rural Advancement Committee (BRAC) and FPMU indicated the inefficiency of rural rationing (RR), which was introduced in April 1989, and identified RR as a target program. Some donor agencies, including the World Bank, also had recommended a thorough overhaul of the program. IFPRI research results indicated that in 1990-91, government subsidy to RR amounted to U.S. \$60.21 million, but net benefits in terms of income transfer, adjusted for leakages, were estimated at U.S. \$9.19 million. Thus, the IFPRI study quantified for the first time the extent of leakage in rural rationing -- between 70 percent in the best run and 100 percent elsewhere -- and concluded that RR was not worth the fiscal burden on the government. The IFPRI study stated that RR "provided only a meager coverage of the needy in relation to the size of the poor remaining in extreme poverty." (Ahmed, A., 1992.)

The BFPP contract stipulated that IFPRI, based on its research,

"will recommend ways of developing locally producible, cheap food that is capable of self-targeting on the poor. This will build on a USAID-funded study of maize as a potential self-targeting food-grain. Also, it will recommend ways for the Bangladesh Government to improve its handling of food emergencies through cost-effective food assistance programs, such as the Food for Work, Modified Rationing (now defunct), Test Relief, Gratuitous Relief, and the Vulnerable Group Development Programs, which provide reasonably priced or free food-grains. It will review the experience of the Bangladesh Government in managing the 1984 flood-induced crisis. A food stamps program will also be considered."

FPMU/project activities relating to these stipulations include a study undertaken by the Working Group on Targeted Food Interventions. Group members included representatives of FPMU, Bangladesh Planning Academy, Bangladesh Agricultural Development Corporation, BRAC, Institute of Nutrition and Food Studies, USAID/Bangladesh, World Food Program and others. Results of the study indicate that well-targeted relief programs effectively increase food consumption and nutritional well-being of vulnerable households (Working Group, 1992). Recommendations of the study include: (i) no new ration channels; (ii) expansion of the Vulnerable Group Development and Rural Maintenance Program and other similar cash-for-work schemes; and (iii) pilot programs, such as food for education and maternal-child health



monitoring and supplementation. The greatest emphasis appears to be on OMS, which is considered to be "best positioned to target distress, food-deficit regions by dampening seasonal price spikes." (Working Group on Targeted Food Interventions. 1992) However, to fully gauge prospects for expanded OMS coverage in distress regions and seasons will require more elaborate field investigations and analysis to determine the extent to which OMS meets this need. OMS is not a targeted program but is available to all consumers of wheat and rice. Nonetheless, OMS dampens seasonal price spikes by selling food-grains when market prices surpass pre-set trigger prices.

Recent studies on maize as a "locally producible, cheap food" by IFPRI (Karim, 1992) suggest possibilities for this crop to become an important supplement to wheat and rice for enhanced food and nutritional intake. Nutritional surveys that might provide the basis for additional recommendations for self-targeting food-grains were not completed at the time of the evaluation.

#### **4.2.3. Growth through agricultural diversification**

Another important area of project research was determination of a socially profitable product-mix through agricultural diversification. Agricultural diversification here is meant to involve a shift from the current product-mix in agriculture, in which rice dominates, to a product-mix where non-rice crops and non-crop subsectors of agriculture become more important. Such research was warranted since policy efforts had hitherto been concentrated on the food-grain sector, creating an imbalance in product-mix as it relates to social profitability.

IFPRI sub-contracted the research on agricultural diversification to a local private organization, the Bangladesh Institute for Development Studies (BIDS). Work on this study began in May 1991 and was ongoing at the time of the evaluation. (An Activities and Time Schedule for the BIDS sub-contract is shown in Annex 8.)

Completed field surveys have generated much analysis, that has been presented through seminars and draft working papers. Manuscripts cover inland fishery, zoning of Bangladesh (Zohir, 1992), scope of crop diversification, analysis of agricultural commodity markets and prices and input-output coefficients in crop production activities. Results presented to date include some important findings:

- review of trade incentives indicates that border prices for rice -- import and export parity prices -- span domestic prices. This span is significant because, unlike the World Bank, BIDS' results suggest that liberalization will not lead to large rice imports nor will it reduce domestic rice prices;
- although boro rice is profitable, spices and vegetables now enjoy a comparative advantage, particularly on high lands; to encourage growth of spices and vegetables, price stabilization measures and technological improvement and/or adaptation will be necessary;

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As implied by the activities and tentative time schedule, the BIDS study would have required micro-level data for a number of subsectors: crops, livestock, poultry, fisheries and other homestead agricultural activities. The study generated data by reviewing results of past studies and by using a farm survey.

#### **4.2.4. Additional research outputs**

IFPRI interacted with the government to modify and incorporate into the project those research topics considered to be immediately relevant to government needs. Project outputs included the results of these studies, as well as the reports issued by FPMU based primarily on their monitoring activities.

- A "Study on the Estimation of Seed, Feed and Post-Harvest Wastage of Food-grain Crops in Bangladesh" was published in 1991. For that study, the services of Uniconsult International, a local firm, were commissioned. MOF prepares a food budget every year based on an estimated 10 percent of total food production being unavailable for human consumption. This estimated amount includes crops used as seed and feed as well as losses from post-harvest operations. By using multiple sampling techniques and dividing the country into eight broad agro-ecological zones, the study indicated that, in 1989-90, a sample household used an average of 11.58 percent of food-grains as seed, feed and wastage during post-harvest operations.

FPMU has prepared a number of publications during the period of the BFPP, and a number of studies are under way, including two joint IFPRI-FPMU projects on urban-based statutory rationing and a rapid appraisal of domestic wheat markets.

FPMU has published several reports, as follows:

- Survey report on rural rationing (1991)
- Survey report on urban based statutory rationing (1992).
- Report on surplus/deficit districts for 1991-92
- FPMU also has published a yearbook for 1987-88
- Report on MOF activities in 1991-9

Studies under way at the time of the evaluation include:

- Study on private sector wheat imports
- Evaluation of public commercial grain imports
- Storage/transit losses in food-grain operations

#### **4.3. Other findings and conclusions**

The project has produced little evidence to date on quantitative impacts of PFDS on food consumption and nutrition intake of the rural and urban poor. The team, however, feels that

worthwhile field surveys have been completed in this area. Additional analyses may provide sufficient bases for policy formulation in the area of targeted food interventions.

The team is skeptical about the value of research on agricultural diversification. The main concern is that the objective of the study was too ambitious to be accomplished in such a short time. For one study, "Agricultural Commodity Markets and Prices," the field survey period -- September to November -- was too short to obtain information on farm gate prices and marketing data for over 50 agricultural commodities produced in different seasons of the year. Furthermore, marketing channels and selection of market intermediaries were not identified well enough for worthwhile analysis.

Review of FPMU research indicates that most was conducted by contractual local consultants or through technical assistance projects, such as FAO's early-warning project or the IFPRI/BFPP funded by USAID. Although some research in problem assessment has led to confidential documents for internal use, FPMU has made little or no attempts to develop research designs or methodological approaches before the data collection process. Research and related planning have not been undertaken because of the lack of adequate qualified staff, lack of funding and an apparent reluctance by MOF to allow FPMU sufficient time for such non-specific activities (ADB report, p. 95). Although FPMU is the counterpart organization for BFPP, little technology has been transferred between the two.

Unfortunately, FPMU does not appear to have the capability of developing rigorous terms of reference for research nor can it be expected to effectively monitor and supervise such research.

#### **4.4. Research recommendations**

More study is needed on consumption and nutrition, particularly on more effective ways to make food available to vulnerable groups. Such research will involve in-depth analysis of factors causing malnutrition and ways to institute and monitor target programs;

Research should have been prioritized so that findings on enhanced consumption and increased nutritional intake could have been immediately available when rural rationing was discontinued. Plugging loopholes in the distribution system without devising alternatives appears to have been short-sighted.

Research is needed in areas relating to food stock management issues and tendering methods for rice and wheat.

An MIS has been designed at the Directorate General of Food with the assistance of FAO. Prompt implementation of this system is expected to improve public management and to generate reliable estimates of actual costs of public procurement, transportation, storage and handling.

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## **5. Food policy formation**

### **5.1. Background**

Interest in policy formation as a major concern of BFPP has evolved during the project's implementation.

The original IFPRI contract stated that the objective of BFPP was to strengthen the institutional capacity of the Government of Bangladesh through training and collaborative research. The contract also stated that the aim of BFPP should be "to strengthen the institutional capacity of the Bangladesh Government in general and the Ministry of Food in particular to carry out effective food system management, including: data collection and analysis, planning, policy formulation, program and project design, development, implementation and evaluation." Thus policy formulation is seen as a component of food system management.

The amendment that extended BFPP from April 1 to October 1 1992 included a new objective, to assist the MOF "in program development and policy formulation, particularly in the crucial areas of the Public Food Distribution System, food consumption and nutrition intake policy and food marketing and distribution policies."

The addition of the policy formulation objective was not viewed as a major change in project direction, but a recognition of the ways that ongoing project activities had provided input to food system management. The addition of this objective should bring into sharper focus the selection of topics for research and analysis, the means used for dissemination of results, and the project staff responses to requests for special briefings and activities.

Effective input to policy formulation requires excellent interpersonal skills on the part of the project staff since it involves interaction among politicians, administrators and researchers. This objective also requires reliable data, solid, thorough analysis and good communication. Project management is enjoying a fruitful, collegial relationship with counterparts in MOF and elsewhere in the government, and policy input is occurring as a collaborative effort.

Results of BFPP studies and analyses are reviewed at the Ministry of Food through FPMU, and policy proposals are initiated and submitted to the Food Planning and Monitoring Committee (FPMC), a high-level committee headed by the Ministry of Food with the Secretary of Food acting as member secretary. Other members of FPMC include the Minister of Finance, the Minister of Agriculture, the Secretaries of Finance and Agriculture, representatives of the Economic Relations Division (ERD), Statistics Division and a member of the Planning Commission. Since many project proposals are integral parts of annual development plans, project proposals must be processed through ERD. Policy proposals passed by FPMC, when approved by the cabinet, are executed as various intervention measures. Many of these measures are implemented through PFDS, which encompasses programs of the Ministry of Food and the Ministry of Relief and Rehabilitation (MORR). Other donors and nongovernmental organizations (NGOs) also run a variety of food programs.

## **5.2. Extent to which research is contributing information and analysis that will lead to improved foodgrain policies**

The evaluation team, after reviewing project research outputs and methodologies and data used, felt that the project accomplished its objective of generating research results that would be useful for policy reforms in price stabilization.

The BDG is reviewing its food stock policy based on IFPRI research findings. This review has become more important since RR has been suspended. RR involved 20 percent of total public food-grain and over 50 percent of all public disbursement of rice. Even after considering the necessity for strengthening OMS as a price stabilization measure, it should be possible for the government to reduce its stocks from previous levels based on serious concerns about deficits and seasonal price variations. Such a stock reduction would have positive fiscal implications since such a reduction would help economies related to (i) the purchased cost of both domestic and imported food-grains and (ii) administrative and distribution costs -- storage, transportation, handling, miscellaneous costs and interest costs. Moreover, reduced stock and a reduced role for PFDS could lead to important budgetary savings, not only in reduced subsidies but also by trimming and reorganizing the Directorate General of Food.

Privatization and tendering are increasing in importance. BFPP inputs to policy development in these areas are recent. The extent that research will continue to contribute useful information will depend on the inclusion of these topics in the priority agenda for future study.

The diversification study by BIDS provides important information about cost-of-production estimates used as input in setting the procurement price for rice. Another result of the BIDS team's study is that its detailed comparison of agricultural data sources may have important consequences in revealing inconsistencies in national income accounting. For example, a serious flaw was detected in BBS's estimate of agricultural growth for 1981/82 that was used by the World Bank and involved highly inflated growth data.

From IFPRI's research and analysis in food consumption and nutrition intake, the evaluation team concluded that no clear-cut policy directions have yet emerged, and many important issues remain unresolved.

## **5.3. Dissemination of research results and policy recommendations**

IFPRI research findings are disseminated by policy briefs, seminars, manuscripts and working papers.

- Policy briefs summarize recent research for decision-makers in an easily readable form (see Annex 9). Policy briefs include material from a range of published and draft manuscripts, as well as from research in progress. Although policy briefs appear useful, publishing the briefs appears to have been an afterthought on the part of IFPRI. Only one such four-page brief has been published, in May 1992.

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- Seminars or workshops are held at regular intervals, and government officials, donor agencies, NGOs and other interested researchers are invited to share in and comment upon IFPRI research findings. The first was held January 28 and 29, 1990, and consisted of a two-day workshop on public food distribution and price stabilization. Important topics covered were open tendering for rice, rural rationing, private rice stocks, rapid appraisal of the wheat market and the marketed surplus of Bangladesh rice. Like other activities at BFPP, seminars and workshops were few in the earlier years. While only one workshop was held in 1990 and three seminars in 1991, in 1992 nine such sessions had already been held by August.
  - IFPRI maintains a fairly comprehensive distribution list for working papers and other research publications. This list covers various ministries, agencies, research organizations, universities, donors, NGOs and other individuals (see Annex 10).

The Working Group on Targeted Food Interventions is an important avenue for dissemination of research results. It was established at the government's request and its members represent the major decision making, donor and implementing organizations concerned with food interventions. Therefore, the group can expedite the impact of research findings on food policy formation.

Dissemination of IFPRI findings has been effective as evidenced by the impacts they have had on major governmental decisions regarding food policy. IFPRI findings are regularly disseminated through FPMU for deliberations by the cabinet sub-committee on food policy monitoring. It is chaired by the food minister and meets once a month. IFPRI personnel also have been invited to briefings by government officials. For example, IFPRI personnel briefed the Food Secretary on procurement pricing, focusing on recent changes in Indian food procurement policy. IFPRI and BIDS staff studying agricultural diversification contributed background material on the cost of production in rice and were invited to attend the inter-ministerial meeting, which recommended a paddy procurement price for 1991-92.

Despite success in dissemination, even better results could be achieved in the area. The evaluation team recommends that IFPRI/BFPP:

- simplify presentation of research results so that limited FPMU expertise is not seriously constrained in interpreting technical findings;
- undertake highly publicized short-term courses in which all ministries, agencies and NGOs working in the field of food and agriculture could participate. This participation would help officials become familiar with the latest findings in food policy and gain greater understanding of the problem;
- publish policy briefs on research results on a regular, frequent basis. Each brief should include a cogent and brief summary in layman's language, with research documentation

that is understandable by a wide range of government officials and interested private sector persons. These briefs should be distributed as widely as possible;

- increase media coverage to explain and clarify policy changes to the general public. Food policy is a sensitive issue, and people should be informed of developments, including the rationale behind policy changes.

#### **5.4. Longer term prospects for results of IFPRI's research to strengthen food policy development**

As new food policies are adopted, based on the research and findings of BFPP sponsored activities, new needs will emerge. Ongoing and evolving food management concerns will generate new priorities and the establishment of new research agendas. The recognition by BDG of the value of IFPRI results will depend on continued outputs that provide government with the bases for sound policy. Continued collaboration and good working relations, together with appropriate dissemination, will contribute to determining the long term prospects of IFPRI research in strengthening food policy development.

#### **5.5. Degree to which institutional arrangements support IFPRI's efforts to improve food policy formation**

The BFPP institutional arrangements under which IFPRI is supposed to operate do not appear to be very realistic. BFPP was to improve food policy formation through collaborative research that was to be an integral part of an institution building effort. The MOF, and more specifically its FPMU, was targeted as the counterpart agency for this project. If the research itself is considered to be the basis for food policy development, the potential for optimizing the use of IFPRI's work would be greater if the actual IFPRI communications linkages and government decision making processes were recognized in the design of the project.

On the other hand, if it is agreed that the project is primarily an institution building effort, a number of changes in institutional arrangements will be required. While there is no question of the need for a sound base of research on which to base food policy decisions, it is important to re-examine assumptions made at the time FPMU was named as the counterpart for IFPRI. The staff of this small unit were found by the evaluation team to be highly motivated and serious, but with limited technical qualifications. Except for the senior staff, they did not have the academic background or the experience necessary to fulfill the research role expected and that was outlined in BFPP project documents. There may be a need to analyze the different institutions and agencies concerned with policy development in Bangladesh and to determine appropriate roles of the agencies and units that are involved. If this analysis demonstrates that FPMU is the unit that should support the development of food policy, then a long term effort to restructure it and strengthen the capabilities of its staff will be required.

In order to be a truly collaborative undertaking, it is recommended that the physical location of IFPRI and BDG staff associated with the project be in a single location.

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## **5.6. Policy changes that have occurred as a result of the project**

The findings of BFPP rural rationing studies are believed to have been an important factor in the decision of the newly elected government to abolish the rural rationing system on May 1, 1992.

IFPRI recommended that government procurement prices should not exceed 246 taka per maund for paddy or 346 taka per maund for milled rice. The government has already lowered these prices.

In November 1991, the MOF agreed to tender for a small portion of rice procurement on an experimental basis. MOF floated two tenders during the 1991 Aman harvest season. This process failed largely because of technical, procedural problems. These problems included lack of prior financial sanctions before tendering and use of official benchmark prices. IFPRI suggested minor modifications to overcome the problems encountered (Rahman, 1992). With refinement of rice tendering procedures, an increase is expected in tender volumes and frequency.

## **6. Overall management and implementation**

The evaluation team found the project to be operating well under the direction of a highly capable COP. He was providing the leadership and technical input that the project requires. However, during much of the BFPP, implementation was hampered due to management problems. Throughout the LOP, project accomplishments, or lack thereof, clearly relate to the abilities of the various COPs to establish and maintain productive counterpart relationships with the host government. Other major factors that have affected project implementation can be attributed to the shortage of MOF staff to participate in BFPP research activities; delays by both IFPRI and USAID in acknowledging and acting on problems; as well as external events beyond IFPRI, BDG or USAID control.

### **6.1. Project leadership and staffing**

The first COP, Dr. Ragupaththy Thamarajakhi, arrived in Bangladesh in April 1989. Project activities in research and training did not proceed as anticipated under her leadership, and she was asked to resign during the summer of 1990. However, she remained in her post until October 1990. The project suffered during this period because of ineffective management and poor working relationships with the counterpart office of the government. The latter may have been exacerbated by cultural differences, and by expectations of government officials. In interviews with BDG officials, it is clear that animosity from this period is still remembered. Interested persons in Dhaka and in Washington, D.C. were aware of management problems. The question is why this condition was allowed to continue once it became evident that the COP was inappropriate for her assignment. For whatever reasons, IFPRI's senior management in



Washington, D.C., delayed taking corrective action. Corrective action by USAID during that critical period also was lacking.

What can be considered the second project phase began when the project nutritionist, Dr. Harold Rice, was appointed COP. He arrived in Bangladesh in February 1990 as the second long term staff member, with primary responsibilities for research in nutrition-related matters. He was named COP when Dr. Thamarajakhi left in October 1990. He was absent from Bangladesh from December 1990 until March of 1991. This long absence was occasioned by the Gulf War that prevented him from returning from leave in January as planned. During his absence, Dr. Akhter Ahmed, long term consumption/nutrition advisor, served as acting COP. Much project reorganization and redirection took place during early 1991. Detailed workplans were developed and short-term consultants were hired to conduct research. Training and research efforts and outputs increased. While these were positive developments, the project failed to achieve all of the objectives set forth in the workplan. The two long-term advisors assigned to the project were both nutritionists, and there was no long-term economist on the project team for approximately two years. USAID officials expressed concern about this imbalance and about the overall slow progress of project activities.

The third phase began when Dr. Steven Haggblade was appointed COP in February 1992. His appointment as long-term advisor to the project complied with the project design that called for an economist. This COP has established excellent counterpart relationships with FPMU officials and works closely with the chief of FPMU. He holds regular briefings for senior Bangladesh government officials and provides useful analyses that are necessary to support policy formulation. The quality of research and of working papers has been consistently high. This COP is capable of guiding ongoing research activities and disseminating results. The project has flourished during this phase and is highly regarded by officials of the BDG.

The present IFPRI management and research team are willing and able to support the ongoing BDG drive to improve food-grain policy initiatives, to increase food consumption and to improve nutrition. Recent structural and staffing changes at FPMU has strengthened both the leadership and the desire to assume an increasingly important role in analyzing and planning governmental policies and interventions.

## **6.2. Implementation plans**

In February 1989, prior to fielding the project team, IFPRI prepared a document in Washington, D.C., entitled, "IFPRI/USAID Project On Public Food Distribution and Agricultural Price Policies in Bangladesh -- 1989-1992: An Implementation Plan". The document reiterated information presented in the contract and indicated general areas for future research.

Officials of the Government of Bangladesh had no input into preparing this plan. After the arrival in Bangladesh of the first COP, Dr. Ragupatthy Thamarajakhi, the steering committee instructed her to provide a more detailed implementation plan. In August 1989, the COP sent copies of an implementation plan to concerned individuals within the BDG and USAID.

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Comments received by the evaluation team indicate that the government was not consulted during the preparation of this version either.

The plan outlined the following activities:

- logistics, including setting up the office, automated data processing and computer equipment, staff and recruitment of local consultants and research assistants;
- establishment of an interagency coordinating committee;
- formulating a research agenda, including field studies and surveys;
- organizing workshops; and
- providing training and institutional development.

This plan was not rigorously formulated in terms of timing, personnel or priorities.

The implementation plan was revised in March 1990 by Dr. Harold Rice, the nutrition adviser. The revised version provided for a data bank, research studies, a field survey, and training. It included nutritional aspects of the project. This revised plan, although not designed well, did furnish a tentative timetable, particularly the approximate duration for broad research activities. USAID later supplied IFPRI with a matrix that showed studies planned, who was responsible for each and the time allotted for conducting the studies (see Annex 11).

In February 1991, the steering committee reviewed the implementation plan and analyzed the status of each task. The steering committee then met with MOF and USAID to decide the priority of remaining tasks and to revise the timetable (see Annex 12). Personnel were assigned to carry out the activities. This revised plan included a list of approximately 40 sub-project tasks and noted those that had been delayed. Some delays were caused by difficulty getting approval to hire consultants and in sub-contracting works.

### **6.3. Implementation reports**

IFPRI has produced four semiannual reports on BFPP activities. The first was completed in late 1990, two were prepared in 1991, and the most recent is dated June 1992.

The semiannual report of December 20, 1991, provided a revised activity plan for 1992 and included research, seminars, working group activities and training workshops (see Annex .13). The next semiannual report -- January 1 through June 30, 1992 -- detailed an implementation plan for the project extension period, April 1 through October 31, 1992. Activities included those relating to policy change objectives and capacity development in MOF. The final implementation plan gives the extended schedule in six tables. The first table shows the time

frame for each principal activity, organized according to analytical themes. The remaining tables contain details for each category of activities.

#### **6.4. Counterpart organization participation**

Delays and difficulties in meeting project research objectives have also occurred as a result of the limited number of staff assigned to FPMU and the limited availability of personnel to take part in project research.

#### **6.5. Factors which have affected project accomplishments**

Some initial problems with the Bangladesh project were predictable and understandable. Setting up an office, staffing it properly and developing rapport with counterpart ministries and agencies takes time. That the Bangladeshi government took longer than anticipated in meeting project obligations, such as providing personnel and other logistic and back-up facilities, should also have been foreseen. These problems are considered normal and predictable.

A number of unpredictable events also affected project start-up:

- serious political disturbances against the governing regime in Bangladesh in 1990;
- Iraqi invasion of Kuwait and destabilization in the Middle East;
- a severe hurricane and tidal surge; and
- IFPRI management problems.

All these problems hampered BFPP activities. The evaluation team found, however, that the delay in selecting the first COP, as well as her style of management caused the most significant problems. IFPRI management in Washington, D.C., also was slow to correct project-related problems. Almost a year was lost because of management problems. Project activity began progressing under the second COP. Even then, project output did not reach a satisfactory level. The level of activity has improved significantly under the present COP.

#### **6.6. Summary of findings**

Overall there were problems in management, staffing and planning during much of the LOP of BFPP. These delayed and hampered project implementation and outputs. However the current situation is positive. The desire and means now exist for developing a long term strategy for food policy development in Bangladesh.

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## **6.7. Recommendation**

The operation and management of BFPP should move ahead in the collaborative, productive manner noted by the evaluation team. As the contractual partner in BFPP implementation, IFPRI should examine its role with regard to the institution building component of the project and work to implement the short term recommendations included in this evaluation.

As USAID develops plans for the next phase of assistance to BDG, both the institution building and research elements must be designed to include management and implementation plans that will enable achievement of program objectives.

## **7. Planning future food policy interventions**

This report has identified a number of areas that are important for USAID to consider in planning for future food policy interventions. The need continues to strengthen the institutional capacity of the BDG to plan and administer research in support of food policy development. Suggested options include: 1) increased staffing; 2) organizational restructuring; 3) assignment of research responsibilities to another institution and 4) assignment of research to private research organizations. Whichever option or combination of options is chosen, there is a need for long and short term training to increase the technical skills of staff and knowledge of food issues for policy makers. Continuing, important research needs relate to increased privatization of food marketing, consumption and nutritional intake, and agricultural diversification. Methods of sharing or disseminating results can be expanded. As research results lead to policy change, media and other public information methods should be utilized to prepare the population and explain the reasons for policy changes.

In addition to recommendations included under specific topics addressed by the evaluation, broader concerns need to be acknowledged in future planning, including the role of other donors; collaboration in project development; and response to changing circumstances.

The focus of this evaluation has been USAID's assistance to the GDB in the food policy arena through the BFPP. However, other donors are working in this and related areas. For example, FAO has directly contributed to the early-warning system and conducts many other important activities, including technical assistance in restructuring the BDG's food policy. Similarly, the World Bank and ADB have financed agricultural projects and they have provided credit for agricultural enterprises. Other donors will no doubt continue to play an important role in food policy in Bangladesh. Thus, future planning must recognize and complement the activities and roles of international and binational agencies.

Food policy formulation and implementation are highly sensitive issues. Therefore, there must be full collaboration with the host government in strategy development, program design and implementation. Based on recent BFPP progress, there appears to be a sound basis for USAID

and BDG to develop a strategy, and design future plans for USAID assistance in food policy research and related areas.

As long term strategy and plans are adopted, the circumstances upon which decisions are based may change drastically as a result of natural disasters, international events, or internal pressures of a social, economic or political nature. Therefore, program design should provide for adjustments in implementation plans in response to unanticipated changes of circumstance.

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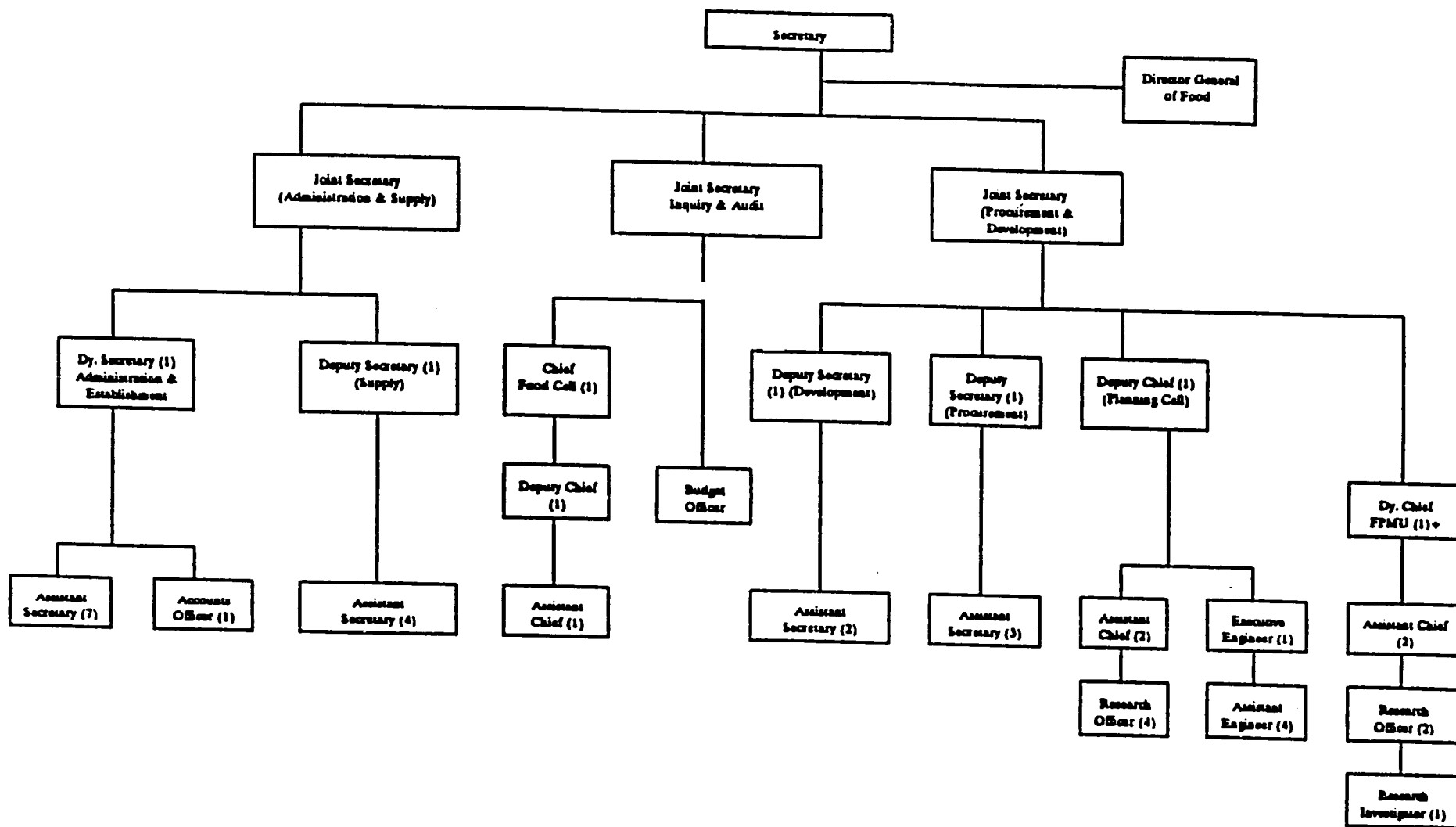
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## **Annexes**

<b>Annex 1</b>	<b>Organograms of the Ministry of Food</b>
<b>Annex 2</b>	<b>Evaluation terms of reference</b>
<b>Annex 3</b>	<b>Evaluation methodology</b>
<b>Annex 4</b>	<b>Persons interviewed</b>
<b>Annex 5</b>	<b>In-country training</b>
<b>Annex 6</b>	<b>U.S. training</b>
<b>Annex 7</b>	<b>IFPRI procurement</b>
<b>Annex 8</b>	<b>Schedule for BIDS sub-contract</b>
<b>Annex 9</b>	<b>Policy Brief</b>
<b>Annex 10</b>	<b>Distribution list for publications</b>
<b>Annex 11</b>	<b>Project implementation matrix (1990)</b>
<b>Annex 12</b>	<b>Revised project implementation schedule (1991)</b>
<b>Annex 13</b>	<b>Schedule of reports and activity plans for 1992</b>

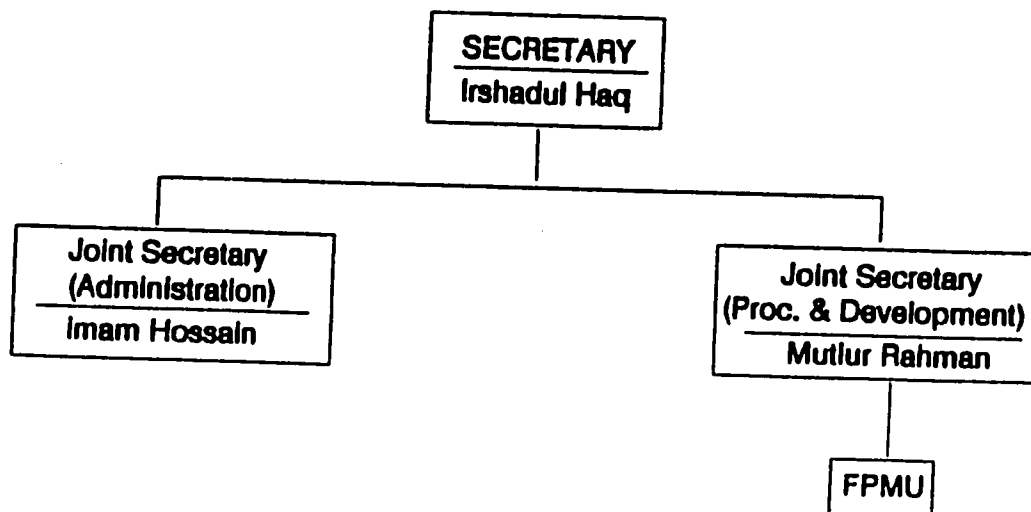


+ Food Planning and Monitoring Unit

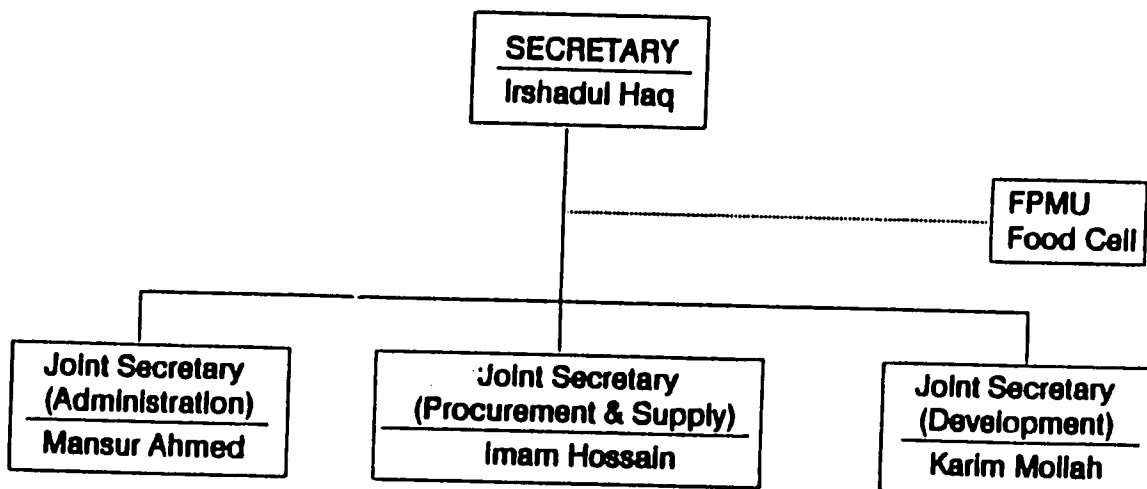
Figure Organogram of the Ministry of Food (Source: Year Book 1987-88, MOF/FPMU). (Current prior to re-organization)

## Reorganization at the Ministry of Food

### Old structure



### New structure



Mutlur Rahman has been transferred to PSC.  
Mansur Ahmed came from Islamic Foundation on transfer.  
Karim Mollah has been promoted from DS to JS.

The DG/Food office is likely to continue its activities under the same fashion as it is operating now.

IK/OFA/AID  
9/24/92

45

ARTICLE I - TITLE

499-0000 Project Development and Support

Background

The Bangladesh Food Policy Project (BFFP) is a \$2.9 million subproject of the Mission's Technical Resources I (388-0027) and II (388-0074) projects. BFFP consists of two parts. A contract for technical assistance was signed in December 1988 and is scheduled to end in October 1992. Under the contract, IFPRI conducts a food policy research program designed to help the Government of Bangladesh improve its programs of intervention in the foodgrain markets of the country, and a training program to build the capacity of the BDG to evaluate its own food programs. IFPRI provides limited commodity support to the BDG related to policy research and evaluation (e.g. computers). Two hundred and seventy thousand dollars are granted directly to the Food Planning Monitoring Unit for research and studies, a study tour, and various types of in-country support such as salaries and computer and automobile maintenance.

The implementing institution for the BFFP is IFPRI. This organization is responsible for providing two resident advisors to work in Dhaka on this assignment for the project duration. IFPRI Washington-based economists also provide professional input into the project.

This is the project's first evaluation. A two-person external review team spent 5 days in Dhaka in April 1990 assessing IFPRI's work in Bangladesh, including the Food Policy Project.

ARTICLES II - OBJECTIVES

The purpose of this delivery order is to assess the progress of the project, taking into account overall project objectives and the project implementation plan.

To provide recommendations regarding possible future directions of USAID's food policy interventions.

ARTICLE III - STATEMENT OF WORK

The evaluation shall examine the approach to achieving project objectives, shall assess progress in meeting these objectives, and review factors that have affected project achievements. The evaluation shall address the following key questions:

44

## Institution Building

- A. What are the project main accomplishments related to objective number one, institution building?

To what extent is the BDG's capacity to evaluate its own food programs expanding through the institution building component of the work plan? What aspects of current and planned training, on the job and off the job, are contributing most to this? What changes, if any, would further this objective?

Evaluate any training which has occurred to date.

- B. Research Outputs and Methodologies

What are the main project accomplishments, in relation to the objectives and planned outputs, in the three food policy research areas - foodgrain price stabilization, enhanced food consumption and nutrition, and growth through agricultural diversification?

Are the analytical methods being used and the data being analyzed of sufficient quality to lend credibility to the results emerging from the research? What improvements could be made to improve credibility?

Are the project statistical surveys that are being carried out and planned being rigorously implemented such that reliable data will emerge from the work?

## Food Policy Formation

- C. To what extent is the research contributing information and analysis which will lead to an improved foodgrain policy in Bangladesh?

How are research results and policy recommendations being disseminated?

Assess, given the existing institutional arrangements within which IFPRI operates, the longer-term prospects for the results of IFPRI's research being used to strengthen food policy development. What changes, if any, are needed in institutional arrangements in order to optimize the use of IFPRI's work?

What policy changes have occurred as a result of the project?

What were the main accomplishments of the price policy workshop sponsored by IFPRI and BIDS and held in January 1990? Evaluate the planning, publicity, proceedings and

documentation of this workshop?

### General

- D. What were some of the major factors both predictable and unpredictable which have affected project accomplishments thus far? How did these affect project output? How has the project management reacted to these events by adjusting resource allocations and the project implementation plan?

### Future Directions

Given the successes and/or failures of the project to date, what future food policy interventions should USAID consider? What institutional arrangements would maximize the policy impact? What can realistically be expected of the Ministry of Food in terms of institution building? What should be the major themes of any further research and/or policy analysis?

### Methodology and Data Sources

The contractor shall be responsible for the selection of the evaluation methodology. The Mission suggests that the study approach include the following:

- A. Review of relevant project documentation to include contract scope of work, project implementation plan, periodic project progress reports, revised workplans, and the training plan.
- B. Detailed discussions with IFPRI/Washington and IFPRI/Dhaka staff, in particular the Chief of Party in Dhaka and the Project Director in Washington. Both short and long-term consultants involved in the project shall be interviewed if available.
- C. Detailed examination of project outputs especially papers and proceedings from the project workshop(s) and draft reports prepared both in Dhaka and Washington.
- D. Interviews and meetings with key BDG officials especially the Chief of the Food Planning and Monitoring Unit, the counterpart unit for this project. Discussions with MOF-IFPRI project steering committee members especially the Secretary of Food who is the Committee Chairman.
- E. Interviews with representatives of other groups with an interest in Bangladesh food policy and nutrition, especially, the Planning Commission, Bangladesh Agricultural Research Council (BARC), Bangladesh Institutes of Development Studies (BIDS), World Food Program (WFP), the World Bank (in Washington and in Dhaka) and the National Nutrition Council.

### Team Composition, and Skills

The study will require one recognized U.S. senior economist with extensive experience in policy analysis work and in foodgrain marketing analysis in a developing country institutions is essential. He/she shall be the team leader and shall be responsible for coordination of the study and final report preparation. The team leader must also have proven excellent English writing skills. Support will be provided by two Bangladeshi senior economists. The combination of local support skills shall include extensive experience in the areas of: economic policy analysis, the programs and or policies of the Ministry of Food, statistical methods and institutional analysis.

- A. The evaluation team shall meet upon arrival with the Director of OFA, the Project Officers, and the Mission Evaluation Specialist.
- B. As soon as possible, the team shall meet with the Secretary of Food and the Chief of FPMU.
- C. The team shall present a workplan and outline of the final report one week after arrival of the team leader.
- D. The team leader shall meet briefly on a weekly basis with the IFPRI Project Officer and the Mission Evaluation Specialist to provide a verbal report on the progress of the evaluation.
- E. The team leader shall submit a draft report three weeks after arrival in Bangladesh and conduct a debriefing for the Project Officer and the Director of OFA and the Evaluation Officer two days later.
- F. The evaluation team shall conduct formal final debriefings at USAID and the Ministry of Food the day before departure. These debriefings shall include Mission Management, representatives of the Ministry of Food and the Food Planning and Monitoring Unit, representatives of the Bangladesh Institute of Development Studies and the Mission Project Committee.

### ARTICLE IV - REPORTS AND DELIVERABLES

- A. The team leader shall submit the following reports to the Mission:
  - o An outline of the final report -- approximately one week after the arrival of the team leader in country.
  - o A draft report two and a half weeks after the arrival of



the team leader.

- o Five copies of the final report not more than twenty days after the final comments of USAID are received by the contractor in writing.
- B. The final report, to be submitted to the Office of Food and Agriculture, shall contain the following sections:
  - o Executive Summary: Approximately three single spaced pages.
  - o Statement of findings, conclusions and recommendations: Findings and conclusions shall be succinct with each topic identified by a short sub-heading related to the questions in the Statement of Work (Section IV). Recommendations shall be specific, practical and implementable.
  - o Body of the report: The report shall provide the evidence and analysis to support the findings, conclusions and recommendations.
  - o Appendices: These are to include at least the following:

The evaluation of ~~the~~ scope of work.

A description of the approach used in gathering and analyzing the information.

A bibliography of documents consulted.

A list of persons interviewed and their agencies

C. Section H and J of the A.I.D. Evaluation Summary.

#### ARTICLE V - TECHNICAL DIRECTIONS:

Technical directions during the performance of this delivery order will be provided by the A.I.D. Project Officer pursuant to Section F.3. of the contract, and Block 5 on the face page of the delivery order.

#### ARTICLE VI - TERMS OF PERFORMANCE:

- A. The effective date of this delivery order is the date shown in Block 7 of the cover page and the estimated completion date is the date shown in Block 8 of the cover page.

## **Annex 3**

### **Evaluation Methodology**

The evaluation team collected and reviewed all relevant project documentation. Reports and documents of special interest were discussed with officials of the International Food Policy Research Institute (IFPRI), the implementing organization, and the Food Planning and Monitoring Unit (FPMU) the Bangladesh counterpart organization. The team studied plans for project implementation, progress reports and steering committee minutes. Selected documents are included as annexes to this report.

The team leader visited IFPRI headquarters in Washington, DC before departing for Bangladesh. The home office project director, Dr. Raisuddin Ahmed, outlined the project and supplied a large selection of project-related documents. Dr. Francisco Goletti, who has led or taken part in BFPP activities in Bangladesh, explained the nature of the research and training carried out under the project.

IFPRI's Chief of Party (COP) in Dhaka provided information for the evaluation, and interviews were conducted in the COP's office. The evaluation team had access to all members of the Dhaka staff, including long- and short-term consultants. The COP provided open records and files for the team. The team conducted interviews with FPMU's chief and several staff members, as well as with high level officials of the Ministry of Food and the Ministry of Agriculture.

Contact with officers at AID included a briefing at the beginning of evaluation activities in Bangladesh, and regular interaction with USAID officers throughout the team leader's stay in Bangladesh. The team also conducted interviews with representatives of local and international institutions concerned with food policy in Bangladesh. Annex 4 is a list of all persons interviewed during the BFPP evaluation.

## Persons Interviewed

<b><u>No.</u></b>	<b><u>Name and Designation</u></b>	<b><u>Organization</u></b>
1.	Mr. A.N. M. Yusuf Secretary, GOB, Dhaka	MOF/Dhaka
2.	Mr. Mutiur Rahman Joint Secretary, MOF, Dhaka	MOF/Dhaka
3.	Mr. Giasuddin Ahmed Chief, FPMU/MOF, Dhaka	FPMU/MOF/Dhaka
4.	Mr. Ruhul Amin Asstt. Chief, FPMU, MOF, Dhaka	MOF/Dhaka
5.	Mr. Naser Farid Asstr. Chief, FPMU, MOF, Dhaka	MOF/Dhaka
6.	Mr. Habibur Rahman Asstt. Chief, Planning Cell, MOA/GOG, Dhaka	MOA/Dhaka
7.	Mr. Osman Ghani Talukdar Research Officer, MOF/GOB, Dhaka	MOA/GOB, Dhaka
8.	Mrs. Shahnaj Begum Deputy Director, Department of Agricultural Marketing, MOA, Dhaka	MOA/Dhaka
9.	Ms. Jan Rockliffe King Evaluation Officer USAID, Dhaka	USAID/Dhaka
10.	Md. Ibrahim Khalil Project Management Specialist USAID, Dhaka	USAID/Dhaka
11.	Mr. Jahangir USAID, Dhaka	USAID/Dhaka
12.	Mr. Dave Atwood PL. 480 Specialist, USAID/Dhaka	USAID/Dhaka

13. Mr. Kevin J. Mullally  
Director, OFA, USAID, Dhaka  
OFA/USAID/Dhaka
14. Mr. David Fredrick  
Bangladesh Desk Officer  
USAID/Washington, D.C.
15. Dr. D. Craig Anderson  
USAID, Dhaka  
USAID/Dhaka
16. Dr. Steven Haggblade  
COP IFPRI, Dhaka  
IFPRI/Dhaka
17. Professor Wahiduddin Mahmud  
IFPRI/BFPP Agricultural Diversification  
Project, Dhaka  
IFPRI/BFPP/Dhaka
18. Dr. Francesco Goletti  
International Food  
Policy Research Institute,  
Washington, D.C.  
IFPRI/Washington, D.C.
19. Dr. Raisuddin Ahmed  
Dept. Head, International Food  
Policy Research Institute,  
Washington, D.C. and Project  
Director, BFPP  
IFPRI/Washington, D.C.
20. Mr. Mahhubur Rahman  
Program Coordinator  
International Food Policy  
Research Institute.  
IFPRI/BFPP/Dhaka
21. Dr. Akhter U. Ahmed  
Consumption Economist  
International Food Policy  
Research Institute  
IFPRI/Washington D.C.
22. Mr. Frans Van De Ven  
Chief Technical Advisor,  
FAO, Dhaka  
FAO/Dhaka
23. Mr. Ron Dalglish  
AST. Dhaka  
CIDA/Dhaka
24. Miss. Ellen Goldstein  
(Telephone Conversation)  
World Bank/Washington D.C.

Local Training Calendar

1. Workshop on Methodologies for Calculation of Procurement Price of Rice (September 1991)
2. Basic Computer Training (November 1990)
3. Basic Food Policy Analysis Course (November 25 to December 12, 1991)
4. Analytical Training
  - A.1. Rapid rural appraisal of wheat markets (May 12 - June 20, 1992)
  - A.2. Market integration and efficiency (
  - A.3. Procurement pricing (July )
5. Computer Assisted Policy Analysis (April 15 to June 30, 1992)
  - C.1. Computer basics
  - C.2. Basic Lotus
  - C.3. Intermediate Lotus
  - C.4. Harvard Graphics
  - C.5. Statistical software (TSP)
6. Computers, Data Management and Price Analysis for Directorate of Agricultural Marketing (July to October 1992)

Annex 6      U.S. training

Computer Assisted Analysis of Food and Agricultural Policy  
North Carolina A & T State University

June 3-28, 1991

S.M. Abu Naser, Assistant Secretary, Ministry of Food  
Naser Farid, Assistant Chief, FPMU

Total number of trainees in class: 3

May 25 - June 19, 1992

Ruhul Amin, Assistant Chief, FPMU

Fakrul Ahsan, Acting Deputy Chief, Planning Cell, Min. of Food

Total number of trainees in class: 4

Agricultural Policy Seminar  
U.S. Department of Agriculture

September 1 - October 4, 1991

G. M. Talukder, Secretary General, Ministry of Food (appointed  
to this position just before training)

Total number of trainees in class: 14

Understanding International Wheat Markets (Individualized training)  
U.S. Department of Agriculture

July 6-30, 1992

Syed Ataur Rahman, Assistant Chief, FPMU

Total number of trainees in class: 1

Macroeconomic Adjustment and Food/Agricultural Policy Interactions  
Harvard Institute for International Development

June 28 - July 31, 1992

Ms. Nilufar Jahan, Research Officer, Planning Cell,  
Ministry of Food

Total number of trainees in class: 38

51

Annex 7      IFPRI Procurement of Cars/Office  
Equipment

International Food Policy Research Institute  
Bangladesh Food Policy Project  
(Local Office, Dhaka)

	<u>Item</u>	<u>No.</u>	<u>Agency</u>	<u>Date of purchase</u>
1.	Cars	1	IFPRI	June 27, 1990
	Car	1	IFPRI	July, 24, 1990
	Car	1	IFPRI	August 04, 1990
2.	Fax machine	1	IFPRI	January 01, 1991
3.	Photocopier	1	IFPRI	January 22, 1991
4.	Airconditioner	1	IFPRI	April 25, 1990
	Airconditioner	1	IFPRI	September 24 1981
5.	Computer	2	IFPRI	August 21, 1990 (Direct Purchase)
	Computer	2	IFPRI	October 08, 1990
	Computer	1	IFPRI	August 05, 1991
	Computer	1	IFPRI	August 05, 1991
	Computer	1	IFPRI	November 25, 1990
	Computer	1	IFPRI	January 08, 1992
	Computer	1	IFPRI	February 06, 1992 (Long term rental)
	Computer	1	FPMU	March 15, 1992 (Direct Purchase)
	Computer	1	FPMU	April 13, 1992
	Computer	1	IFPRI	April 13, 1992
	Computer	1	IFPRI	July 01, 1992
	Computer	1	IFPRI	April 13, 1992 (Short term rental)
	Computer	2	IFPRI	April 13, 1992
	Computer	1	FPMU	September 20, 1992 (Long term rental)

56

IFPRI-BIDS Collaborative Study on  
Agriculture Diversification

Activities and Tentative Time Schedule Revised

1. Costs and returns in agricultural production:

Collate, evaluate and synthesize existing data on agricultural costs and returns and identify gaps. Identify major agricultural Zones according to similarity of cropping pattern vis-a vis agro-climatic characteristics.

(S. Zohir)

May-August 1991

Collect data through field surveys. Besides field crops, fisheries, homestead agriculture, livestock, and social forestry will be covered. Special surveys on selected commercial /export-oriented activities, e.g., shrimp cultivation, modern dairy farming, etc.

(S. Zohir, K. Bhuiyan)

Sep. - Nov.  
1991

Compilation of costs and returns data preferably according to major land development types, crop cycles and agroclimatic zones to be used in the exercise on comparative advantage.

(S. Zohir, K. Bhuiyan)

Nov. - Dec.  
1991  
(Data compiled for discussion in Jan. 1992)

2. Comparative advantage and agricultural incentive structure

Collect time-series (from primary and secondary sources) on domestic and border prices of agricultural products (including marketing margins). Estimate nominal and effective rates of protection.

Analyses the impact of macroeconomic policies, as well as that of sectoral and commodity-specific policies, on incentives in the agricultural sector.

(S. H. Rahman)

June - Nov.  
1991  
(Present findings on policy impact on agricultural incentives in Feb. 1992)

51



Estimate DRCs (based on both average and 'marginal' costs) to determine static and dynamic comparative advantage in agriculture. Examine the effects of alternative water sector investment programmes on the estimated the possible contribution of agricultural research and infrastructural investments. (S. H. Rahman, S Zohir, W. Mahmud)	Dec. - Jan 1991 (Present DRC estimates in March 1992)
Analyses marketing arrangements and estimate, marketing margins of agricultural products. (S. H. Rahman)	Oct. - Feb. 1991
Assess foreign demand and export potential in respect of agricultural commodities. Examine causes and consequences of illegal border trade in agricultural commodities. (S.H. Rahman)	March -May, 1992
3. <u>Farmer behavior and agricultural supply response</u>	
construct consistent time-series data on output, input use and acreage in respect of various major and minor crops. (S. Zohir)	May - July, 1991
Estimation supply price elasticities (S.H. Rahman)	Nov. 1991-Jan. 1992 (Present findings on supply response in Jan 1992)
Analyses the sources of growth in agriculture production and the factors behind the evolution of the existing cropping pattern. Projection of agricultural supply scenarios. (W. Mahmud, S. Zohir)	Jan. - Feb. 1992

4. Consumer demand for agricultural products:

Estimate price and income elasticity and project growth in consumer demand for agricultural products. Examine the implications of subsistence production, rural-urban migration and poverty. Raw data from the BBS Household Expenditure survey will be used.

(W. Mahmud, S.H. Rahman)

Sept. - Dec.  
1991

5. Synthesizing policy framework:

Analyses the role of agriculture in the national economy - identify and quantify the important linkages. Modify and adapt the SAM framework of the Planning Commission. Prepare an overview paper on main issues regarding crop diversification in the context of growth with equity.

(W. Mahmud)

June -Oct. 1991  
(Discuss the  
overview paper  
in Oct. 91)

Quantify and analyses employment and income distributional linkages of agricultural productivity growth and cropping pattern changes.

(W. Mahmud, S. Zohir)

Jan. - March  
1992

Projection of scenarios of agricultural growth pattern, trade in agricultural commodities and income distribution - with policy implication.

(W. Mahmud)

March - June,  
1992 (Present  
main , findings  
in June 1992)

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Notes: 1. Outputs of the activities shall be reports/working papers, etc. A preliminary draft report, containing the major findings and policy implications, will be presented towards June 1992.

2. The Project is essentially a team effort, the names in parentheses are intended only for locating main responsibility.

**IFPRI**

BANGLADESH FOOD  
POLICY PROJECT

**POLICY  
BRIEF**

May 5, 1992

No. 1

**OPEN TENDERING FOR RICE****Why Tender?**

The cost of food subsidies weighs heavily on the government budget. After averaging 2.8 billion taka (\$70 million) per year during the 1980's, losses in the Public Food Distribution System (PFDS) exploded in 1990. In that year alone, total subsidies jumped to 11 billion taka (\$280 million), an amount equal to 60% of the government's taka contribution to the Annual Development Plan. Although the drain has returned to its "normal" 3.5 billion taka (\$90 million) level in fiscal year 1991, the recurring high costs have spurred government and donors to action.

Open tendering for rice offers one way to contain costs in public food distribution. Through tenders, government can procure foodgrains domestically at lowest-cost bids from private traders instead of contracting at higher, "official" procurement prices.

In November 1991, the Ministry of Food agreed to tender for a small portion of their rice procurement on an experimental basis. To see if tendering would work well in practice, they floated two tenders during the recent Aman harvest season.

Unfortunately, these two tenders largely failed. But they need not have. With minor modifications, they could easily have succeeded.

This policy brief reports the procedural problems that caused these tenders to fail. And it suggests adjustments that will permit the tendering procedure to work in subsequent seasons.

**Current Procurement**

• **location:** The Directorate General of Food, government's agent for purchasing and distributing public food purchases over 90% of domestically procured public foodgrain from Rajshahi Division. Yet they distribute that food primarily in other regions south and east of the Jamuna River, especially in the large urban centers of Dhaka and Chittagong (Table 1).

Location has important implications for cost containment in public procurement. Given the long distances rice must travel from the procurement zones in the North West, transport charges and transit losses figure heavily in costs of supplying grain to the distribution centers in the South and East. Rice purchased at 10.1 taka per kilogram in Bogra will cost 11.1 delivered in Dhaka, a 10% increase over procurement price in the North West.

These long supply lines increase prospects for transit loss and system leakage.

Table 1

Public Procurement and Distribution of Rice,  
by Region

	<u>Procurement</u>	<u>Distribution</u>
Rajshahi	91%	21%
Dhaka	2%	39%
Chittagong	0	25%
Khulna	7%	15%
Total	100%	100%

• **commodities:** Domestically, the DG Food procures about 800,000 tons of foodgrains per year for distribution through the Public Food Distribution System (PFDS). Over 90% of domestic procurement is rice (Table 2).

• **contracting mechanism:** To procure this rice, DG Food depends primarily on what they call "millgate contracts", which accounts for 85% of public foodgrain procurement (Table 2). Through millgate contracts, the Directorate General of Food, purchases rice from millers. In theory, the millers are to pay farmers the official procurement price of 245 taka per maund for their paddy. DG Food then adds on standard transport and milling charges to arrive at the official price it will pay for milled rice. This season,

60

that calculation produced a price of 10.1 taka per kilo of rice throughout most of the procurement areas. Although many officials and observers refer to millgate contracts as procurement of paddy, the system actually involves purchase of rice.

Table 2

Domestic Procurement for PFDS, 1991/92

Rice	
- millgate contract	85%
- direct purchase	5%
- paddy, for contract milling	4%
Total rice equivalents	93%
Wheat	7%
Total foodgrains	100%

Inefficiencies in Millgate Contracting

Three major problems arise in public procurement through millgate contracts.

1. Procurement above market price. First, government pays higher than market price for the rice it procures in the North West. They pay millers the official 10.1 taka per kilo procurement price for rice, based on the understanding that millers will then pay farmers the official producer price of 245 taka per maund of paddy (one maund equals 37.32 kg).

But this past Aman season, as in most, the market price for paddy lay well below the "official" price during the post-harvest months when procurement was heaviest. This past December and January, the market price for paddy hovered in the neighborhood of 220 taka per maund in the North West.

2. Subsidy to millers, not farmers. Do the millers actually pay farmers the official 245 taka for their paddy? No. In fact, most millers don't even deal directly with farmers. Instead, they buy paddy from private traders. Recent IFPRI research indicates that government contract millers purchase over 90% of the paddy for their millgate contracts through intermediaries.

Do these intermediary traders pay the farmer 245 taka per maund? No, they pay the 220 taka market price. (Box 1)

So who keeps the 25 taka, the difference between the official producer price of 245 and the average market price of 220? It gets split between the miller, the trader and perhaps the persons who award these

lucrative millgate contracts.

It's clear, of course, who pays the 25 taka. The government does. The 25 taka contribute to the huge annual deficit in the food budget. It represents a direct subsidy payment from government to millers, traders and rent-seeking food officials.

3. High storage, handling and transport costs. On top of this higher procurement price, government pays higher handling and transport costs than the private sector would. The Directorate General of Food pays double the market price for their standard B-twill gunny bags, 29 taka instead of 15. For transport, they pay 40 to 100% more than the private sector does (World Bank, 1992). And transit losses for publicly handled grain are notoriously high.

The result? Public procurement, handling and transport to consumption zones results in high supply costs. (see Box 3)

**Box 1. What about farm price support?**

Government purchases grain for two reasons: a) to secure grain for public distribution; and b) to support farmgate paddy prices. This Policy Brief deals primarily with the first of these two, the cheapest means of supplying grain for public distribution. But the two objectives are obviously related.

In procuring grain for public distribution, government contributes to farm price support. It does so by transferring purchasing power to vulnerable groups, thereby increasing aggregate demand for paddy. Given this income transfer, demand for paddy is higher than it would otherwise be. And the farmgate price of paddy is higher, as well, than it would be in the absence of government procurement and redistribution. How much higher is a complex question that will be discussed in future Policy Briefs.

Note that open tendering and millgate contracting generate exactly the same impact on farm prices. Under both systems, farmers receive market price, not the official procurement price, for their paddy. But that market price is higher than it would otherwise be, given government's redistribution of purchasing power through the Public Food Distribution System.

## Tendering for Least-Cost Public Procurement

To take full advantage of these potential cost savings, government should adopt a tendering system that invokes three basic rules:

1. procure rice, not paddy
2. buy in consumption centers, not in production zones
3. tender at market price, not official prices

Buying rice (Rule 1) at consumption centers (Rule 2) relieves the Directorate General of Food of stocking, milling contracts, bag supply, transport and handling charges. Instead, it lets the private sector supply these services, since they do so more efficiently than government.

Setting the purchase price through open tender (Rule 3) will likewise reduce cost to government without altering the price farmers receive for paddy. Under current millgate rice purchases, the farmer receives market price for his paddy. He will continue to do so under the proposed rice tendering scheme (Box 2).

### **Box 2. Tender Summaries**

#### **Tender No. 1**

- Date floated: Dec. 8, 1991
- Quantity tendered: 30,000 tons
- Maximum bid price: Tk.10.1 per kg.
- Number of bids: none

#### **Tender No. 2**

- Date floated: Dec. 28, 1991
- Quantity tendered: 30,000 tons
- Minimum bid: 500 tons
- Bids due: January 16, 1992
- Bids received: 16
- Bids accepted: 3,000 tons
- Orders placed: 1,500 tons
- Original delivery date: Feb. 29, 1992
- Final delivery date: April 16, 1992

### Why the Two Tenders Failed

Of the two initial rice tenders launched this Aman season, both disappointed.

The first tender failed for one simple reason. The tender documents listed a maximum allowable bid price of 10.1 taka per kilo, the official procurement price in the North West. Yet the DG Food tendered for delivery in Dhaka and Chittagong. Quite naturally, private traders were unwilling to transport grain 300 to 600 kilometers for free. So nobody bid.

The second tender made provision for transport costs by allowing use of a benchmark price, the official 10.1 taka procurement price plus estimated transport and other costs to the consumption zones. Calculated in this way, the benchmark price in consumption zones came to 11.7 taka per kilo of rice, on average. Bids came in higher than this, at 12.1 and 12.6 taka per kilo, because the benchmark calculations did not include insurance, depreciation, administrative overhead, actual transit and storage losses, or profit (Box 3).

Even at these higher-than-benchmark prices, the tender committee recommended purchase of 3,000 tons at the lowest bid prices. Then they ran squarely into a procedural bottleneck. Government financial regulations require clearance from the Ministry of Finance to purchase rice anywhere in Bangladesh at above the 10.1 taka official procurement price. DG Food sought and obtained the necessary clearance, at the cost of a ten-week delay. Half the bidders dropped out during that period, as market prices

### **Box 3. What does it cost DG Food?**

Private traders tendered for rice at 12.1 to 12.6 taka per kilogram, delivered to Dhaka. Does DG Food's benchmark price of 11.7 taka imply that government could have supplied the grain at lower cost? Probably not, since their figure excludes insurance, depreciation, administrative overhead, actual transit and storage losses, and profit.

One independent estimate of actual cost to government places the landed cost of publicly procured rice landed in Dhaka at 13 taka per kilo (Rahman, 1992). But even this figure excludes actual transit and storage losses, overheads and profits.

Adding in the missing items, a conservative guesstimate places actual costs to DG Food at closer to 14 taka per kilo, 10 to 15% higher than market prices. If so, a switch to open tendering at market prices would save government 1.1 billion taka (\$30 million) this year alone.

Precise estimates of the cost of public procurement will not be available until late 1992 when the Directorate General of Food, with assistance from the FAO, is scheduled to institute a new Management Information System.

continued to rise. Five bidders, however, held on til the end and signed contracts to deliver 1,500 tons. They negotiated an extension of the delivery date to

April 16, evidently hoping to procure at least part of their supply from new Boro season rice at lower than their contracted price.

### Necessary Adjustments

To make future tenders work will require several technical adjustments in the tendering procedures.

#### **1. Price**

- a. obtain financial sanction before tendering, to enable purchase at other than official prices
- b. accept the lowest bid market price; drop use of the official benchmark except for comparative purposes

#### **2. Timing**

- a. float the tenders earlier, at the beginning of the season, October and November for the Aman harvest, March or April for Boro
- b. award bids earlier, by January 1 for Aman procurement, by June 1 for Boro
- c. require delivery well before the next harvest

#### **3. Mechanics**

- a. let private traders supply gunny bags, grade B-twll, as part of the package
- b. drop the 500 ton minimum bid
- c. offer payment by inland letter of credit as an option to the current Weight Quality Stock Certificate (WQSC), at suppliers cost (see Rahman, 1992 for details)

#### **4. Quality standards**

- a. introduce inspection by an outside agency, cost to be borne by supplier
- b. introduce more discriminating quality standards than the current single grade of Fair Average Quality (FAQ); Bangladesh Standards and Testing Institute (BSTI) offers as one possibility the Bangladesh Standard 952 for rice.

### The Transition

Public tendering for rice must be introduced gradually. As government refines its rice tendering procedures, they can increase the tender volumes and frequency.

As they do, private firms will organize finance, develop storage facilities and the confidence necessary for them to supply large-scale public requirements. At the same time, government must scale down and improve management of their own direct procurement programs.

Ultimately, government can aspire to procure all foodgrains through open tenders.

### Priorities for the Future

1. Adjust tender procedures, as detailed above.
2. Reform regulations that inhibit private rice trade.
  - a. abolish anti-hoarding laws permanently
  - b. abolish the Bengal Rice Millers Act permanently
  - c. abolish the ban on bank credit for grain storage.
3. Introduce the new Management Information System at the Directorate General of Food, with all possible speed. Designed with assistance from the FAO, this new system will not only improve public management, it will, for the first time, allow a reliable estimate of actual costs of public procurement, transportation, storage and handling. Only when this information is compared with market tenders will government know the full benefits of open tendering for rice.

### The Payoff

In the long run, government's forward contracts for rice will serve a valuable integrating role for private rice traders. Government contracts will provide price benchmarks that serve as the reference standard for private trade. Ultimately, as in many wealthy countries, private firms will also enter into forward contracts. These futures markets play a valuable stabilizing role in advanced country grain markets. Bangladesh, too, can benefit from the information and market integration they provide. In addition to its immediate budgetary relief, public tendering for rice can play a major role in modernizing Bangladesh's rapidly growing domestic rice market.

#### **Box 4. References**

IFPRI Policy Briefs aim to summarize recent research and provide it to decision makers quickly, in an easily digestible form. The Policy Briefs draw on a range of published and draft manuscripts as well as on research still under way.

This Brief draws, in particular, on the following documents:

- o Mahkoozur Rahman, "A Viable Procedure of Open Tender for Public Procurement of Rice in Bangladesh," IFPRI, Dhaka, May 1992.
- o World Bank, "Bangladesh Food Policy Review," Washington, DC, Feb. 28, 1992.

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**Extract from IFPRI/BFPP, Semi-Annual Report  
May 1991, Dhaka**

Sl No.	Board Research area/work outcome	Personnel	Time Schedule			Status
			1989-90	1990-91	1991-92	
1.	Management of Public Foodgrain Distribution System and Pricing					
	Review of Public Foodgrain distribution system					
	i) Summary of all the reviews done so far to identify the problems yet to be studies and gaps in implementation.	Asst. Chief, FPMU, MOF			4 weeks	Delayed; Awaiting FPMU staff
	ii) Analysis of the existing structure of PFDS channelisation and pricing.	Chief of Party IFPRI		1/11/89-10/90		Draft summary prepared by Mrs. I on structure of PFDS
	iii) Cost and subsidy of PFDS	Proj. Dir, Cons. Econ., FPMU staff		1/91-5/91		Report Due Aug. 1991
2.	Structure of administered pricing-criteria for procurement and OMS pricing.					
	i) Issues facing the MOF in Linkage between procurement, OMS and policy pricing.	Assit Chief, FPMU			4 weeks	Delayed, awaiting FPMU staff
	ii) Analysis of existing structure of administered pricing and policy recommendations on criteria for fixation of procurement prices OMS prices and issue prices.	Project Director, COP, Asst. Chief and consultant	3 months			Done early, 6/90, by Project Director, Hooker Report analysis (further policy analysis may be needed)
3.	Development of a price stabilization model					
	i) Application of the price stabilization model already development by IFPRI	Consultant	6 months			i & ii Done by consultant June '90
	ii) Further Development of the price Stabilization model	Project Director & Consultant		6 months		Done July 1990



Sl No.	Board Research area/work outcome	Personnel	Time Schedule			Status
			1989-90	1990-91	1991-92	

4. Optional Stock of public Foodgrains size and consumption

i) Issues paper on grain stocks size and composition	Consultant & Asstt. Chief FPMU	6 months				Done early by consultant Jan. 1990
ii) Model of stock price causation preliminary paper.	Project Director & consultant			10 months		Done 12/90
iii) Model of stocks price causation Final paper	Project Director & Consultant			10 months		Done May 1991

5. Early warning system and development of short term Forecasting methods.

i) Position paper on current state of early warning system and gaps	Asst. Chief, FPMU			4 weeks		Delayed. Need further specifics of study plan
ii) Estimation of Acreage Forecasting models for food grains	Consultant, Asstd. Chief, FPMU in collaboration with BBS & BMO			twelve months		ii,iii,iv delayed due to take appointment of FPMU staff & delayed approval of consultant.
iii) Development of yield yardsticks.	-do-			12 months		
iv) Variability in foodgrain production	-do-			4 months		

Sl No.	Board Research area/work outcome	Personnel	Time Schedule			Status
			1989-90	1990-91	1991-92	
11.	Improving Food Consumption and nutrition through the PFDS.					All items under 11 were delayed awaiting IFPRI recruitment of Nutrition Advisor
6.	Impact of Rural Rationing on the nutritional Status of the poor.					
	i) Nutrition component study #1 baseline survey	Cons. Econ. + Meloney International		Four months		Report completed 9/90
	ii) Rural Rationing System Survey, Component #2	Survey staff + Cons.Econ		three months		Survey underway due May 91
	a) Analysis of Survey data	Cons. Econ.		three months		June 1991
	b) Report on rural rationing system performance	Cons. Econ.			4 weeks	July 1991
	iii) Survey on Nutritional impact on Households Component #3	Cons. Econ. & Survey team				
	a) Selection of methodology for Field test.	Cons. Econ. collb. with COP		three months		Finalized by June 1991
	b) Nutrition Indicators Household Field Survey	Cons.Econ + Survey team Sr. Cons.Econ			Twelve months	7/92-9/92 10/92-12/92
	c) Analysis of survey data	Sr.Cons.Econ + Cons. Econ			3 months	Negotiation with BBS underway
	d) Final report	-do-			3 months	
7.	Study on Food Poverty using BBS data	Cons. Econ consultant			Six months	
8.	Foodgrain prices, agricultural wages and nutritional status of the poor.					
	i) Review of studies already made	Asst. Chief FPMU			6 months	Delayed, awaiting FPMU staff
	ii) Foodgrain prices, agricultural wages and nutrition status of the poor.	COP		Twelve months		See semi-annual report Aug.90 Annex-III Further work needed.

Sl No.	Board Research area/work outcome	Personnel	Time Schedule			Status
			1989-90	1990-91	1991-92	
9.	Feasibility of introducing Maize in the PFDS	Consultant			Twelve weeks	Delayed; beginning May 1991.
	III. Marketing and Distribution					
10.	Market structure analysis					
	i) State of the Art paper including the objectives of a trader's survey	Consultant in collaboration with Dept. of Marketing	8 weeks			Done March 1990
	ii) Design of a Trader's survey	-do-	4 weeks			Done April 1990
	iii) Design of survey Questionnaire pretests and finalization of questionnaire.	-do-	8 weeks			Done May 1990
	iv) Market Survey	Consultant/ Survey staff		13 months		Under way June 90 Until June 91
	v) Farm Survey supplement to Market survey (new item)	Survey staff/ Consultant			10 months	New item approved, begin in late Oct. 90 until Aug, 91
	vi) Analysis of Survey data, and repeat field visits, when necessary	Consultant			20 months	Aug. 91 to Mar 93
	vii) <u>Marketing Margin</u> examination of available secondary data estimation of marketing margins special and intertemporal analysis	Consultant			3 months	Part of market survey analysis
	viii) Report on market structure based on (vi) and analysis of survey data	Consultant			2 months	Preliminary report Sept. 91 Final Mar 92.

Sl No.	Board Research area/work outcome	Personnel	Time Schedule			Status
			1989-90	1990-91	1991-92	

11. Methods of storage location inventory control and preservation

- |   |                                 |            |   |
|---|---------------------------------|------------|---|
| i) Location of storage: status paper on present staff location of storage and capacity and examination of whether it is adequate and optimal. | Asst. Chief FPMU and Consultant | Four weeks | Delayed; awaiting FPMU staff and consultant |
| ii) Recommendations on optimal location   | Consultant                      | Four weeks | Delayed, awaiting consultant and approval   |

12. Method of stock management preservation

- |   |  |            |                                       |
|---|--|------------|---------------------------------------|
| i) Review of existing methods             | An officer of D.G. Food to be nominated by MOF | Four weeks | Delayed, awaiting MOF staff           |
| ii) Recommendations on modernized methods | Consultant                                     | Four weeks | Delayed; awaiting consultant approval |

11. Feasibility of introducing driers on a pilot scale \_

- |  |  |            |   |
|--|--|------------|---|
| i) Need for introducing driers                         | an officer of D.G. Food to be nominated by MOF | Four weeks | i & ii delayed, awaiting consultant approval & FPMU or D.G. staff |
| ii) Feasibility of introducing driers on a pilot scale | Consultant & an officer of D.G. Food           | 8 weeks    |   |

13. Methods of international tender and other importation procedures and for modernizing and simplifying external procurement procedures

- |   |   |         |  |
|---|---|---------|--|
| i) Position paper   | An officer of DG Food to be nominated to MOF and consultant | 8 weeks | i & ii delayed, awaiting nominee of DG Food and consultant |
| ii) Recommendations for modernizing and simplification of external procurement procedures | -do-  | 8 weeks | approval   |

Sl No.	Board Research area/work outcome	Personnel	Time Schedule			Status
			1989-90	1990-91	1991-92	

14. Economics of export of Rice and import of wheat

i) Status paper on production trends and prospects of rice and wheat

i & ii done by Project Director July 1990

ii) Economics and export of rice and import of wheat

6 months

Done early Project Director July 1990

15. Agricultural Diversification for increasing farm productivity employment and improving availability of nutritional foods.

Dr. Murul Islam, Project Director in collaboration with BIDS.

12 months

Contract signed March 1991 works began May 1

The above list of some forty sub-project tasks shows that about fifteen have delayed or not yet started because the FPMU had not provided staff to IFPRI as was planned. About one third of these delays were caused by the lack of approval to hire consultants (not approved by the Steering Committee).

About eight more sub-projects were delayed in startup caused by difficulty IFPRI had in recruiting the nutrition advisor and in sub-contracting problems (Agricultural Diversification).

About nine of the project are done. Two or three of these will be expanded.

Approximately four of the projects have been completed early.

# Annex 13 Schedule of reports and activity plans for 1992

## IFPRI BANGLADESH FOOD POLICY PROJECT SCHEDULE OF REPORTS FOR 1992

STUDIES AND REPORTS	EXPECTED FINAL DRAFT
<b>I. MARKET SURVEY :</b>  "Marketed Surplus" "Marketing Margins in Private Rice Trade 1989-90" "Policy Implications from the Market survey and Farm Survey" "Rice Price and Extreme Poverty: a comparison"	Mar. 1992 Apr. 1992 Oct. 1992 Jun. 1992
<b>II. FARM SURVEY :</b>  "Source and Reasons for Growth in Rice Production and commercialization" "Household activity earned as predictor of cereal demand" "Technological change and Resource Allocation in Rice Production in Bangladesh"	Oct. 1992 Oct. 1992 Mar. 1992
<b>III. STUDIES OF PFDS :</b>  "Cost and subsidy of PFDS channels"	Jul. 1992
<b>IV. RURAL RATIONING SYSTEM PERFORMANCE SURVEY :</b>  "Performance Evaluation Rural Rationing"	Feb. 1992
<b>V. HOUSEHOLD CONSUMPTION AND NUTRITION SURVEY :</b>  "Nutritional Implications of PFDS" "Effects of Technology on Nutrition of Rural Poor"	Jun. 1992 Sep. 1992
<b>VI. Analysis of BBS Household Expenditure Survey :</b> "Geographical Targeting of PFDS based on poverty analysis"	Jul. 1992
<b>VII. "A Disaggregated Model for Stabilization of Price of Rice" (Simplified)</b>	Apr. 1992
<b>VIII. "Feasibility of Maize in PFDS"</b>	Mar. 1992
<b>IX. "Gains from the Export of Rice and Import of Wheat"</b>	May. 1992
<b>X. AGRICULTURAL DIVERSIFICATION:</b>  "Comparative Advantage Among Crops for Agric. Diversification of Bangladesh" "Requirements for creating Comparative advantage for High value crops in Bangladesh" "Changing Demand patterns for Food" "Crops in Agricultural Diversification"	Apr. 1992 Jul. 1992 Aug. 1992 Sep. 1992
<b>XI. "Improved Tendering Procedures for Import of Food and Grain"</b>	Jun. 1992

## Revised

### IFPRI BANGLADESH FOOD POLICY PROJECT TIME PHASED ACTIVITY PLAN FOR 1992

#### STUDIES

##### I) MARKET SURVEY

- "Marketed Surplus"
- "Marketing Margins in Private Rice Trade 1989-90"
- "Policy Implications from the Market Survey and Farm Survey"
- "Rice Price and Extreme Poverty: a comparison"

##### II) FARM SURVEY

- "Source and Reasons for Growth in Rice Production and commercialization"
- "Household activity earned as predictor of cereal demand"
- "Technological Change and Resource Allocation in Rice Production in Bangladesh, 1989/90"

##### III) STUDIES OF PFDS

- "Cost and subsidy of PFDS channels"

##### IV) RURAL RATIONING SYSTEM PERFORMANCE SURVEY

- "Rural Rationing performance Evaluation"

##### V) HOUSEHOLD CONSUMPTION AND NUTRITION SURVEY

- "Nutritional Implications of PFDS"
- "Effects of Technology on Nutrition of Rural Poor"

##### VI) Analysis of BBS Household Expenditure Survey Data "Geographical Targeting of PFDS based on poverty analysis."

##### VII "A Disaggregated Model for The Stabilization of Price of Rice" (Simplified)

##### VIII) "Feasibility of Maize in PFDS"

##### IX) "Gains from the Export of Rice and Import of Wheat"

##### X) AGRICULTURAL DIVERSIFICATION

- "Comparative Advantage Among Crops for Agr.Dev. of Bangladesh"
- "Requirements for creating Comparative advantage for High Value crops in Bangladesh"
- "Changing Demand patterns for Food"
- "Crops in Agricultural Diversification"

##### XI) "Improved Tendering Procedures for Import of Food and Grain"



Field Surveys



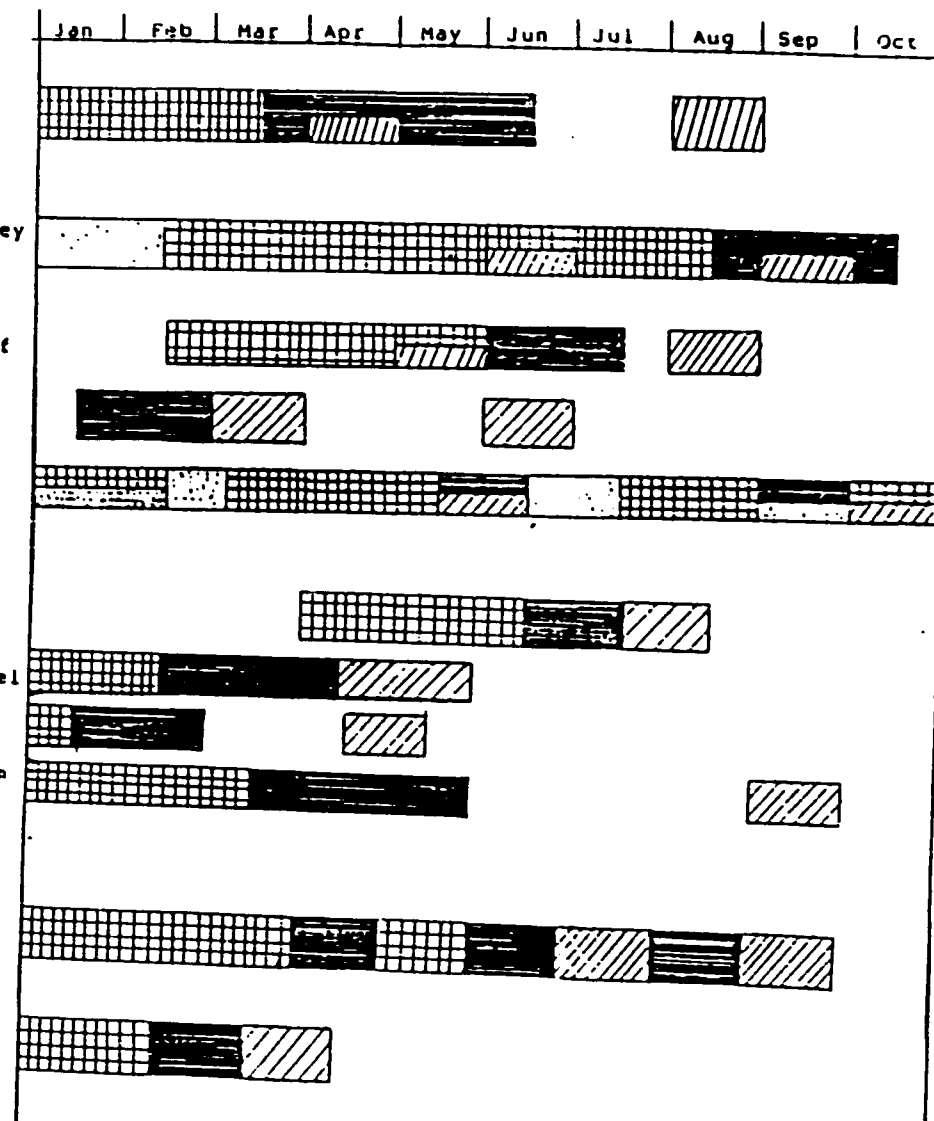
Report Preparation



Data Processing/  
Analysis

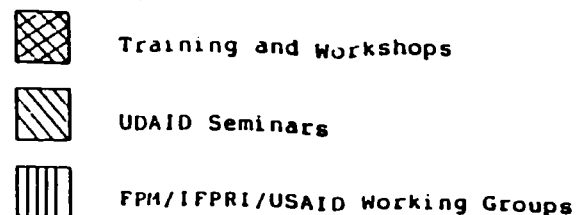


Dissemination Meetings



(Attached is a schedule of reports for 1992)

**IFPRI BANGLADESH FOOD POLICY PROJECT  
TIME PHASED ACTIVITY PLAN FOR 1992**



**TRAINING WORKSHOPS**

1. Micro Economics and Food Policy
2. Macro Economics and Food Policy
3. Price stabilization - a simplified Model
4. Optimal Stock Modelling
5. Determining the Cost and Benefit of PFDS
6. Determining Policy for increasing food production
7. Procurement Price Methodology
8. Evaluating Gains from Trade
9. Monitoring Nutritional Effectiveness of PFDS
10. Demand Function (Utility, entitlement etc.)
11. Stocks, Storage and Movement
12. Food Security/Indicators
13. Domestic Prices and Price Protection

**USAID SEMINARS**

1. Agricultural Diversification
2. Policy Effects of Project
3. Farm Survey/Grain grading
4. Household consumption survey
5. Nutrition/Technology Relation
6. Open'tendering recommendations for domestic rice procurement
7. Feasibility of Maize in PFDS
8. Rationing Channels Review
9. Agricultural Diversification

**FPM/IFPRI/USAID WORKING GROUPS**

1. Agricultural Diversification
2. Programming remaining TAPP Funds
3. Training - Summer courses - Candidates for Washington D.C.
4. Programming PFDS channels to reach the poor
5. Training Review
6. Dissemination Meetings on Project findings (within the period designated)

